

AU/AF FELLOWS/NNN/2004-04

AIR FORCE FELLOWSHIP (SDE)

AIR UNIVERSITY

**GENESIS AND EVOLUTION OF THE
UNITED STATES AIR FORCE ACADEMY'S
OFFICER DEVELOPMENT SYSTEM**

By

Paul A. Price, Lt Col, USAF

A Research Report Submitted to AF Fellows, CADRE/AR

In Partial Fulfillment of the Graduation Requirements

Advisor:

Dr. James M. Smith, Director

USAF Institute for National Security Studies (INSS)

Maxwell Air Force Base, Alabama
15 April 2004

Distribution A: Approved for public release; distribution unlimited.

Report Documentation Page

Form Approved
OMB No. 0704-0188

Public reporting burden for the collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to Washington Headquarters Services, Directorate for Information Operations and Reports, 1215 Jefferson Davis Highway, Suite 1204, Arlington VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to a penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number.

| | | |
|--|------------------------------------|-------------------------------------|
| 1. REPORT DATE 15 APR 2004 | 2. REPORT TYPE N/A | 3. DATES COVERED - |
| 4. TITLE AND SUBTITLE Genesis and Evolution of the United States Air Force Academy's Officer Development System | | |
| 5a. CONTRACT NUMBER | | |
| 5b. GRANT NUMBER | | |
| 5c. PROGRAM ELEMENT NUMBER | | |
| 6. AUTHOR(S) | | |
| 5d. PROJECT NUMBER | | |
| 5e. TASK NUMBER | | |
| 5f. WORK UNIT NUMBER | | |
| 7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) USAF Institute for National Security Studies (INSS) Maxwell AFB, AL | | |
| 8. PERFORMING ORGANIZATION REPORT NUMBER | | |
| 9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES) | | |
| 10. SPONSOR/MONITOR'S ACRONYM(S) | | |
| 11. SPONSOR/MONITOR'S REPORT NUMBER(S) | | |
| 12. DISTRIBUTION/AVAILABILITY STATEMENT Approved for public release, distribution unlimited | | |
| 13. SUPPLEMENTARY NOTES | | |
| 14. ABSTRACT | | |
| 15. SUBJECT TERMS | | |
| 16. SECURITY CLASSIFICATION OF: | | |
| a. REPORT unclassified | b. ABSTRACT unclassified | c. THIS PAGE unclassified |
| 17. LIMITATION OF ABSTRACT UU | | |
| 18. NUMBER OF PAGES 79 | | |
| 19a. NAME OF RESPONSIBLE PERSON | | |

Standard Form 298 (Rev. 8-98)
Prescribed by ANSI Std Z39-18

Disclaimer

The views expressed in this academic research paper are those of the author and do not reflect the official policy or position of the US government or the Department of Defense. In accordance with Air Force Instruction 51-303, it is not copyrighted, but is the property of the United States government.

Contents

| | <i>Page</i> |
|---|-------------|
| DISCLAIMER | ii |
| PREFACE | v |
| ABSTRACT | vii |
| CHAPTER 1: REASON FOR CHANGE | 1 |
| CHAPTER 2. TIGER TEAM | 5 |
| CHAPTER 3: ODS FRAMEWORK | 18 |
| CHAPTER 4: ODS IMPLEMENTATION | 34 |
| CHAPTER 5: LOOKING TO THE FUTURE | 40 |
| CHAPTER 6: AIR FORCE APPLICATION | 45 |
| CHAPTER 7: CONCLUSION | 58 |
| APPENDIX A: ODS TIMELINE | 60 |
| APPENDIX B: ODS TIGER TEAM | 63 |
| APPENDIX C: IMPLEMENTATION STRATEGY | 65 |
| GLOSSARY | 66 |
| BIBLIOGRAPHY | 68 |

Illustrations

| | <i>Page</i> |
|---|-------------|
| Figure 1. Missing Link. ODS provides the operational mechanism linking USAFA tactical and strategic development programs..... | 2 |
| Figure 2. Cadet Flight Path. Key elements of officer development at USAFA..... | 14 |
| Figure 3. ODS Outcomes. Compilation process for establishing an institutionally agreed upon single list of outcomes..... | 23 |
| Figure 4. PITO Model. Progressive approach to leadership development. | 25 |
| Figure 5. LFS Model. Three key variables to leadership application..... | 27 |
| Figure 6. Leadership Growth Model. Conceptual ODS foundation..... | 29 |
| Figure 7. Be-Know-Do Approach. Integration of developmental models..... | 30 |
| Figure 8. Coherency. Depiction of current and future Air Force developmental environments..... | 46 |

Preface

A key pillar of national defense is the military’s ability to develop leaders of character who serve with distinction and competence in peace and in war. Although emphasis on development has become a growing business for the Air Force, the lack of coherency among the numerous initiatives impedes our progress. Fortunately, specific efforts are underway to combat this “institutional fragmentation” and continue the positive momentum in bringing about an integrated institutional approach.

These efforts include an important ongoing initiative at the United States Air Force Academy (USAFA) designed to better enable the Air Force by improving how we develop our future leaders. USAFA as a community has aggressively and wholeheartedly stepped out to improve their deliverable—Air Force officers.

Personally, it has been greatly rewarding to be a part of the genesis of a shared vision as it becomes a reality; especially one that involves such a critical aspect of any successful organization—viable leadership development. This paper attempts to capture the rationale and efforts that have gone into this evolution.

Colonel Dana Born was absolutely the correct choice to lead this effort, and her stewardship of the initiative and dedication to the institution were evident throughout the entire journey. Despite significant challenges (e.g., accelerated timelines, divergent perspectives, contentious debate, conflicting schedules, and strong personalities), she performed her team lead duties with enthusiasm and credibility. In the process, Colonel

Born also taught me the true meaning of ODS' ultimate objective, she is the epitome of a "leader of character."

On a broader level regarding my year as an Air Force Fellow, I would be remiss not to thank the Institute for National Security Studies staff for their guidance, support, and friendship. And of course to my precious family, which after ten moves and sixteen years finally found "home," albeit only temporary. Words cannot express how much your inspiration and resilience mean to me. Lastly to my dear parents, whose unconditional love, sacrifice, work ethic, perseverance, and faith have long served to remind me of what is really important in life.

This past year has been a fulfillment of a personal dream that began in high school of being a part of the United States Air Force Academy. Twenty five years later, I walk away from this assignment with even greater respect and admiration for the faculty and staff of USAFA, but more importantly, for the cadets themselves. I have no doubt, with their energy, intelligence, and dedication, the Air Force's future is in great hands.

Abstract

The U.S. Air Force Academy has begun implementing a new system for better preparing cadets to be effective leaders of character; it is called the Officer Development System (ODS). This initiative was a result of an integrative Tiger Team commissioned by USAFA senior leadership in September 2003 to design and implement a deliberate, overarching leader development system. The new system is a four-year, holistic leadership process focused on understanding, appreciating, and acquiring character-based officership. ODS heavily emphasizes the Air Force core values (Integrity, Service, Excellence), identifies officer attributes (Warrior Spirit, Professional, Leader of Character, Servant of the Nation), and aligns with Air Force's Force Development initiative* and associated doctrine. ODS' integrated approach is based upon education, training, and experiences that provide cadets with increased responsibility as they progress through their four years at the Academy. This increased responsibility applies to each individual cadet for his or her own development; however, everyone is just as closely tied to their subordinates' and peers' development as well. ODS rests heavily on teamwork and positive motivation methods. It adheres to established standards through continuous improvement in obtaining institutionally agreed upon competencies that will better enable this next generation of leaders of character to meet Air Force requirements.

* Force Development (FD) is a Total Force initiative implemented in late 2002 that evolved from the Developing Aerospace Leaders Program (1999-2002). Its objective is to meet the Air Force's current and emerging missions by better developing Air Force personnel (officers, enlisted, and civilians). FD is a deliberate process that links education and training with leadership and developmental assignments while focusing on the development of both occupational and enduring leadership competencies.

Chapter 1

Reason for Change

“Leaders are made, not born...leadership style is acquired in the same way as are sophistication and graciousness – by study, emulation and experience.”

*Fred A. Manske, Jr.
Secrets of Effective Leadership*

On 3 August 2003, Brigadier General John Weida (USAFA Commandant of Cadets and a 1978 USAFA graduate) sent a Sunday morning e-mail to Brigadier General Dave Wagie (USAFA Dean of the Faculty and a 1972 USAFA graduate) proposing the “development of an Air Force Academy Leadership Development Model.”¹ General Wagie, assigned to the Academy since 1987, replied “over the years there have been a number of different leadership models at USAFA,” but agreed one needed to be “nailed down and publicized widely.”² These two senior officers co-chaired the Academy’s Leadership Development Committee (LDC) at that time and realized an essential bridge was missing in USAFA’s cadet development process. Specifically, there was no viable linking mechanism between the tactical development programs and the strategic leadership objectives (see Figure 1).

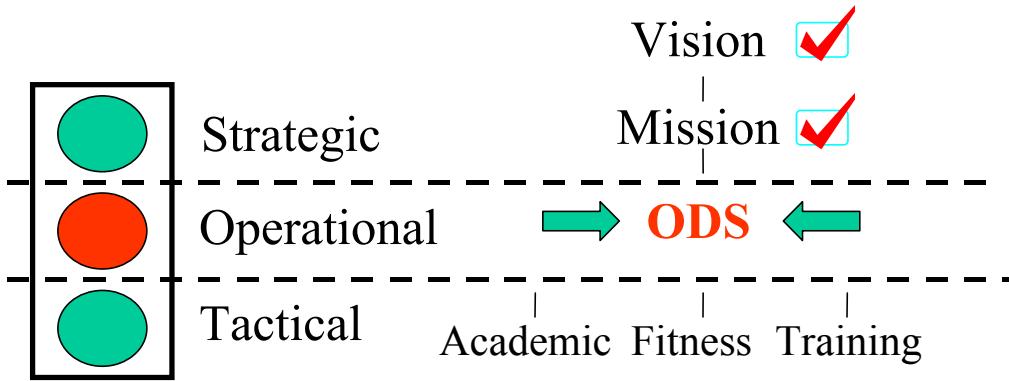


Figure 1. Missing Link. ODS provides the operational mechanism linking USAFA tactical and strategic development programs.

This e-mail exchange was, however, preceded by several other significant events. In January 2003, sexual assault reports involving the Academy made the national headlines. Washington demanded an investigation.³ The resulting *USAFA Agenda for Change* highlighted the need for “creating an atmosphere ensuring officer development and initiating a strategic planning process to include defining goals, measurable objectives, tasks, and metrics.”⁴ Program reviews and the arrival of new senior leadership during the following months, to include Lieutenant General John Rosa as USAFA’s new Superintendent, uncovered systemic problems. General Weida characterized this period as the uncovering of the “tip of the iceberg.”⁵ After further assessment, it became clear that USAFA needed no less than a profound culture change anchored by a back-to-basics approach combined with a deliberate development plan.

At the direction of Congress, the Secretary of Defense appointed an independent body to conduct an investigation into sexual misconduct allegations at USAFA. This panel was known as the Fowler Panel (based on its chairman, Tillie K. Fowler) and its findings determined:

Over the past decade, the Academy and Air Force leadership had increasing cause for alarm, and should have aggressively changed the culture that allowed abuses to occur. Unfortunately, Academy leadership acted inconsistently and without a long-term plan.⁶

The Fowler Panel stated very clearly what was required, “The situation demands institutional changes, including cultural changes.”⁷ In line with this, as articulated in the Samuels’ article *Reconstructing Culture*, “the first step to any change must be a general agreement on the problem itself.”⁸ General Wagie summarized the fundamental issue: “The status quo is unacceptable.”⁹ General Wieda characterized the situation as a “crisis of character” and approached it like a combat operation.¹⁰ Regardless of the source of the crisis and abundance of proposed “solutions,” the widespread acceptance that an intolerable problem existed was the necessary first step toward implementing large-scale social and cultural change.

In terms of a successful transformation, current culture can only change if it is deemed unacceptable by its members.¹¹ General Wagie’s proclamation seemed to align with the feelings of many at the Academy: “change was imperative.” The Superintendent emphasized this need for change immediately upon his arrival. Prior to this latest assumption of command, the initial reaction to the accusations and shortcomings towards USAFA was “things aren’t that bad” and frequent comparisons to civilian institutions were made downplaying the severity of the situation. General Rosa emphatically and repeatedly stated in all venues this attitude was not to be tolerated. Previous USAFA leaders had sought change before, but rarely so extensively and with such external and internal scrutiny.¹² The new Superintendent refocused the Academy’s primary efforts from defending external accusations to addressing internal problems.

A thorough “all cards on the table” assessment, with the full endorsement of Air Force senior leadership, provided the golden opportunity to reevaluate the basic essence of the Air Force Academy. What was the mission of the Academy and was it being met as well as it could be? And were USAFA and the Air Force willing to make the necessary course corrections to better meet this mission? Senior leadership realized a dedicated effort was going to be required to address these critical issues.

¹ E-mail from Brig Gen John Weida to Brig Gen David Wagie, 3 Aug 03, 11:47.

² E-mail from Brig Gen David Wagie to Brig Gen John Weida, 3 Aug 03, 3:05.

³ *The Report of the Working Group Concerning the Deterrence of and Response to Incidents of Sexual Assault at the U.S. Air Force Academy*, HQ USAF (Jun 2003), i.

⁴ *USAFA Agenda for Change*, Policy Directives and Initiatives, 26 Mar 03.

⁵ Interview with Brig Gen John Weida, USAFA, CO, 10 Feb 04.

⁶ *Report of the Panel to Review Sexual Misconduct Allegations at the U.S. Air Force Academy*, (Sept 03), 2.

⁷ *Report of the Panel to Review Sexual Misconduct Allegations at the U.S. Air Force Academy*, (Sept 03), 7.

⁸ Steven M. Samuels and Dena R. Samuels, “Reconstructing Culture: Privilege and Change at the United States Air Force Academy,” *Race, Gender & Class* 10, No. 4 (2004): 10.

⁹ USAFA Dean’s Call, Fairchild Hall, USAFA, CO, 17 Dec 03.

¹⁰ Interview with Brig Gen John Weida, USAFA, CO, 10 Feb 04.

¹¹ Samuels and Samuels, 10.

¹² *Ibid*, 35.

Chapter 2

Tiger Team

“Only that which changes can continue.”

*James P. Carse
Finite and Infinite Games - A Vision of Life
as Play and Possibility*

Within a month of the original e-mail exchange between Generals Weida and Wagie, a USAFA-wide, fully-integrated Tiger Team was formed to focus on the development plan aspect of this tremendous effort. The team was led by Colonel Dana Born (USAFA Behavioral Sciences and Leadership Department Head and a 1983 USAFA graduate). According to General Weida, Colonel Born’s selection as the Team Lead was based on three primary factors: She was a technical expert*, a USAFA “core process” owner †, and an outstanding Air Force officer with a reputation for producing positive results.¹³ Her team consisted of 30 hand-selected representatives, mostly senior officer and civilian, from the entire USAFA community to include the 34th Training Wing, Dean of the Faculty, USAFA Staff, USAFA Prep School, and advisors from the Association of Graduates. Gen Wagie remarked that the Tiger Team’s composition of representatives from all mission elements was crucial and noted that this diversity

* BS in Behavioral Sciences, MS in Experimental Psychology, MA in Research Psychology, Ph.D. in Industrial/Organizational Psychology

† USAFA Department Head of Behavioral Sciences and Leadership

element was lacking in previous efforts.¹⁴ This would later prove to be a major factor in acquiring the “buy-in” of the USAFA community.

On 17 September 2003, at their first meeting, Tiger Team members reviewed the charter put forth by the Leadership Development Committee requesting the development of a “model.” The members quickly realized that something much more encompassing than a “model” was needed. It was apparent that “system” was the correct term to define the task at hand. “System,” as defined by the Team, emphasized the need for an integration of multiple elements in order to achieve a unified whole; an organization forming a network for distributing something or serving a common purpose. The Team then set their objectives:

1. Ensure that the new system was communicable.
2. Clearly articulated officer identity.
3. Cadets wanted to embrace it.
4. It was decisively “Air Force”; simply creating a system that mirrored previous or existing programs was not an option.

The Tiger Team also highlighted the importance of the new system aligning with the Air Force’s recently implemented Force Development initiative.¹⁵ Their rationale was that two separate systems were not an effective method to develop future leaders; specifically USAFA cadets. By exposing cadets to philosophies, processes, and practices similar to those used by the operational Air Force, the applicability of their cadet development would dramatically improve and ease their transition following graduation. This approach also correlated with a general feeling that USAFA needed to be more closely aligned with the operational Air Force.¹⁶ The Team highlighted the

“connectivity” benefits of West Point with the larger Army where the Service academy provides support and serves as an academic hub for the operational Army. The desire was to create the same type of relationship by making the Air Force Academy the *Air Force's* Academy.

Early on the Team also addressed the shortfalls of the “fourth class” training system for new cadets in their first year at USAFA. They felt it was imperative their efforts supported the replacement of this previous “fourth class” system with a “four class” system that is a commitment to progressive, deliberate development that integrates education, training, and experience across all four years. Although the “fourth class” system was a tradition at USAFA, the team felt the time, effort, and resources expended in maintaining such a system could be more wisely invested in development activities that better prepared cadets for life in the operational Air Force. General Rosa articulated this philosophy by saying:

In their way and in their time, the training methods used at the Academy in years past proved useful and valuable in achieving the ultimate goal of graduating officers of character. Nonetheless, the USAF has changed, societal norms and mores have changed, and the young people entering the Academy have changed.¹⁷

Additionally, the Team felt the potentially abusive verbal and physical behavior by senior cadets under the “fourth class” system was a negative factor in officer development for success in the operational Air Force. The Team asked metaphorically, what is the frequency of an operational squadron commander demanding an officer to do push-ups? This line of thought, along with direction from the *Agenda for Change*, eventually led to a review of the cadet disciplinary system and resulted in adjustments that better aligned with the practices used in today’s Air Force.

Additionally, the Team discussed a pervasive attitude among upper classmen that cadet life was supposed to become easier after their first year. In fact, if the cadet experience was to mirror the operational Air Force, the responsibilities and challenges should increase with seniority, not decrease. General Weida explained:

Leadership and character development must be a continuous process. Further, the more experienced you are, the more is demanded of you. We intend to have a very challenging fourth class year, but our focus has been on increasing the demands on the upper three classes. More is expected of leaders. We must create a training environment where cadet leaders are given the responsibility for developing their subordinates and are held accountable for the results. Further, it is crucial we allow our young warriors to use only leadership techniques they can use in the operational Air Force. If we do this right, each year will become more challenging, and each year will offer greater character and leadership growth.¹⁸

This philosophy led to the development of the Tiger Team's Leadership Growth Model and Personal, Interpersonal, Team, and Organizational (PITO) leadership development approach (to be addressed later in this paper).

As the Team worked to determine the most appropriate leadership approach, it initially focused on the shortcomings of the *transactional* method that was the approach most evident at the Academy. Transactional leadership occurs when leaders and followers are in relationships in order to meet needs.¹⁹ It can be described as leaders motivating followers by setting goals and promising rewards or possible punishment for performance as appropriate. Although common, this method tends to be transitory, in that there may be no enduring purpose to hold parties together once a transaction is made. While this leadership style can be effective, it frequently fails to bring about organizational change and tends to perpetuate the status quo. USAFA needed something better.

The leadership style the Team advocated, and eventually used as its foundation, was the *transformational* approach which serves to change old practices by appealing to followers' values and their sense of a greater good and higher purpose. Transformational leaders highlight current system shortfalls and provide a viable vision of what the organization could be if adjustments are made. This "vision" is tied directly to the shared values of the participants. Ultimately, the transformational approach serves to raise the standard of human conduct. Transformational leaders are also adept at reframing issues by pointing out how the organization's shortfalls and/or concerns can be resolved if their vision is implemented. A major goal in this approach is teaching followers how to become leaders in their own right and encouraging their involvement in the development and execution of the designated plan.²⁰ The Team's conclusions primarily resulted from a thorough review of pertinent academic work to include two respected authors.

In 1978, James MacGregor Burns published the groundbreaking book *Leadership*, in which he defined a new concept – Transformational Leadership – that attempted to move beyond established theories of transactional relationships in leader-follower arrangements. Cited by some as an intellectual paradigm shift, Burns defined transformational leadership as:

One or more persons engaging with others in such a way that leaders and followers raise one another to higher levels of motivation and morality. In other words, both leader and followers, as well as the social system in which they function, are transformed.²¹

In a more recent publication, Bernard Bass contends transformational leadership is an expansion of the transactional model.²² He states transactional leadership relies on contingent reinforcement in the form of a leader's promises and rewards or threats and disciplinary actions; reinforcing behavior is contingent on the follower's performance.

The transformational leader moves the follower beyond self-interests and is charismatic, inspirational, intellectually stimulating, and/or individually considerate.²³ Bass explains that transactional leaders focus on simple rewards and punishments and the demands by followers for immediate gratification will be prone to accept hasty, poorly thought-out decisions. Despite the public pressure to “act now,” transformational leaders are more likely to delay premature choice among options and call for reconsideration of proposals.²⁴

Bass goes on to describe that it pays to introduce the concept of transformational leadership by example early in the careers of new personnel and then to provide continuing support for it. Additionally, its diffusion should flow “top down” and the local organizational culture should support its development and maintenance.²⁵ He suggests:

A transformational leadership development program should be evaluated as successful if the organization has been transformed to a level where it challenges its followers to develop themselves as well as those around them. Success would be based upon leaders’ ability to develop themselves in a manner that inspires their followers, intellectually stimulate them to solve problems in unique and creative ways, and exercise individualized consideration. If such transformations are attained at the individual, group, and organizational levels, the stage is set for furthering the organization and members’ achievement of their full potential. The advantages of such a developmental system can be reinforced by organizational policies, structure, and culture, thus greatly improving overall performance.²⁶

The Team felt the transformational approach was appropriate for the goal of cadet development and it was also the best approach for dealing with the “crisis of character” facing USAFA during this time. Research indicated transformational leadership always involves conflict and change, and these types of leaders willingly embrace conflict, even making enemies if necessary, exhibit a high-level of self-sacrifice, and demonstrate

resilience and focus in perpetuating the cause. And all of these characteristics applied to the existing USAFA environment.

At the 17 October 2003 LDC, Colonel Born briefed her Team's initial status and their proposed way-ahead plan. Support was immediate, with committee members lauding the progress and vector of the Tiger Team. During the meeting, General Weida recommended that cadet leadership be included in the Team's membership. This proposal was unanimously accepted by the LDC. The Cadet Wing Commander, Cadet Colonel Katie Dildy, was present as one of the cadet members at the LDC and respectfully interjected her perspective that in order for a new development system to be successful, cadets had to be involved in its design and implementation. Without this representation she cautioned, it would be perceived as just "another top-down program being forced upon an already over-committed cadet wing" during a turbulent period at the Academy.²⁷ By including the cadets, significant insights were obtained concerning cynicism, program shortfalls, schedule concerns, and cadet recommendations about the design of the new system and associated marketing. Eventually, a large portion of the Team consisted of cadets, and their direct involvement proved extremely beneficial.

This membership expansion also included adding members of the Crisis Action Team (CAT) that had been sent by the SECAF to USAFA to assist with the Agenda for Change issues.²⁸ Eventually several of the CAT's 24 people supported the Tiger Team effort (especially during the training phases), but initially only two CAT members (Colonel Dave LaRivee and Major Sherry McCarthy) joined the Team. Colonel LaRivee was the CAT Lead, a 1980 USAFA graduate, and had subsequently served two tours at the Academy and was currently serving at the Air Force Institute of Technology (AFIT).

Major McCarthy was assigned to Air University as part of the Squadron Officer School staff and possessed a background in curriculum development. Having their expertise and the additional manpower allowed the team to continue its expeditious pace. Additionally, their early CAT work involving other USAFA programs allowed them to provide insights regarding problem areas and parallel efforts in various mission elements.

By the end of October 2003, the Team had begun an extensive review of other development efforts including Air Force and non-Air Force programs. Earlier in the year, CSAF had formally launched the Force Development initiative and the Air Force Doctrine Center was finalizing the Leadership and Force Development Doctrine.²⁹ It was imperative USAFA's new system dovetailed with these broader initiatives and the Team remained in close contact with the Air Force Senior Leader Management Office (AFSLMO) and Air Force Doctrine Center throughout the entire USAFA project.

Tiger Team members also conducted a thorough review of West Point's Cadet Leader Development System (CLDS). CLDS began implementation and integration at USMA in 1987. The Army uses a "development" process to obtain its target of "officership." It defines development as "the holistic means by which USMA accomplishes its mission to educate, train, and inspire the Corps of Cadets, the process by which cadets adopt the self-concept of officership."³⁰ Their conceptual model for officer development involves developmental experiences (challenge, assessment, variety, and support) plus individual readiness (openness and reflection) plus time. CLDS identifies design principles and development domains, and applies them using an integrated approach (academic, physical, military).³¹ Many of the initiatives recommended and carried out under the CLDS umbrella by West Point provided substantial framework

material and lessons-learned to the USAFA Tiger Team. However, there were some clear differences in the two Services' missions and compositions.

During this period the Team also reviewed USAFA's Academy Training Philosophy (ATP), originally crafted in 1987. Members felt the ATP provided some solid ideas; however, it lacked adequate purpose and identity, and without these two critical elements, motivation suffered. ATP also focused on consequences with emphasis on external rewards and punishments. Although it did not specifically advocate "fourth class" leadership (verbal and physical disciplinary methods), ATP's framework appeared to tolerate these "techniques." It was a first step in defining class roles, but this approach failed to reinforce these distinctions in practice. There was a general lack of ATP understanding and application and the Team felt more than a "philosophy" was needed.

The Team reviewed the Academy's previously established "pillars" (academics, military, athletics, and character) and felt it was appropriate to broaden their application by reframing the first three to intellectual, professional, and physical. The members' recommendation was to look at these domains of development as "launch platforms" versus "pillars" that had frequently led to a "stovepiped" or segregated versus integrated thinking approach.³² Eventually the Team added three new components: spiritual, ethical, and social (which included the remaining character pillar). A graphic (Figure 2) was developed to illustrate the construct with a "propeller" composed of these six "blades" and a "hub" (officership) based on core values. The "wings" portrayed the cadet roles and corresponding years. This was the initial step the Team took toward developing a deliberate, requirements-based, competency-driven, progressive system.

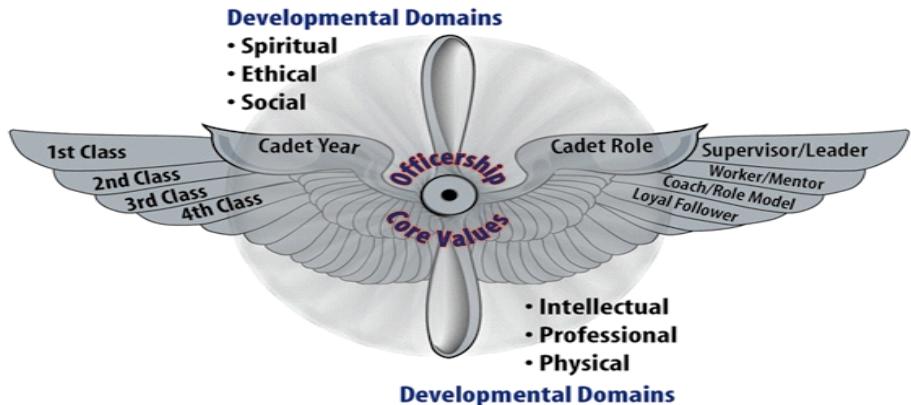


Figure 2. Cadet Flight Path. Key elements of officer development at USAFA.

Naming the new system was also a concern. Most Team members agreed that simply changing the “ATP” title would not be adequate. A “philosophy” was not enough; clear objectives and practical application would be vital to the success of the new system. The term “Cadet Leadership System” (CLS) was considered, but there was a strong desire to directly tie the new system to the end goal of “officership.” Moreover, the resulting acronym “CLS” would be too similar to West Point’s “CLDS” and the Team wanted to avoid a perception of simple duplication. “Officer Development System” (ODS) clearly highlighted the system’s focus on officership; however, it could be seen as a bit presumptuous suggesting that USAFA was implementing an unproven system for the entire Air Force. Prefacing ODS with “USAFA” alleviated this concern while still highlighting the system’s ultimate objective of providing Air Force character-based officers through a viable USAFA cadet four-year development system.

During the Team’s research it was discovered that a previous effort had begun in September 1992 and concluded in April 1993. Ironically, the impetus of this earlier initiative closely resembled that of the ODS effort taking place an entire decade later. In

late 1992, just as in late 2003, senior leadership determined USAFA was lacking a comprehensive plan to develop and evaluate cadets. A working group (eventually known as the Leadership, Education, And Development (LEAD) Team) was chartered to address issues that affected cadet leadership development across the entire Academy. It was to recommend immediate adjustments as well as long-term, strategic changes. LEAD Team members began by examining the institution's military training environment and soon discovered multiple shortfalls. For example, the Academy Training Philosophy was not being used institutionally, expectations were not specified, skills were insufficiently provided, feedback was not standardized, and communication among the mission elements was lacking. The LEAD Team realized its recommended changes had to be "clear, simple, direct, institutional in scope, and comprehensive in nature."³³ Consequently, they decided to focus on five areas: expectations, skills, feedback, consequences, and growth.

Although significant work went into the 1993 effort, there were several reasons why it failed to make the much-needed, enduring course corrections. The effort was not all-encompassing, the LEAD Team did not address the cadet disciplinary system nor the "fourth class" system, and its work focused primarily on the upper classes. Additionally, the nine members identified as the ones primarily responsible for the LEAD Team's recommendations were not in positions of authority (senior ranking person indicated on their final report was a major). Despite these facts, the initial "buy-in" by the Academy was enthusiastic. Unfortunately, this early momentum was overtaken by other events and priorities. Examples of these competing issues were senior leadership changes, cadet training fatalities, and sexual assault accusations. Furthermore, many of the LEAD

Team's recommendations were perceived as paper-work intensive, too cumbersome, and bureaucratic. Lastly, the link between leadership development and academics was never solidified.³⁴

The Character Development Center was created during this time and, instead of using this opportunity to establish a “hub” for development, the Center was seen by many as just another “spoke.” Emphasis on human relations increased, but the establishment of a viable, institutional leadership development system did not occur. The Center drifted from its original charter, focusing more on the process of honor than on honor as a value and virtue. It was also criticized for being “overly involved in excess activities” and “more concerned with its external image than effective character development.”³⁵

By reviewing these early initiatives and shortfalls, the ODS Tiger Team was able to take the lessons-learned and incorporate them into the current challenges facing USAFA. It also greatly assisted in defining an overlaying framework based on a threefold purpose of their new system:

1. Develop each cadet's appreciation that being an officer is a noble way of life.
2. Foster a commitment to character-based officership.
3. Develop competencies essential to becoming a character-based officer-leader.

¹³ Interview with Brig Gen John Weida, USAFA, CO, 10 Feb 04.

¹⁴ Interview with Brig Gen David Wagie, USAFA, CO, 9 Feb 04.

¹⁵ Tech Sgt. David A. Jablonski, “AF Unveils Force Development Plan,” *Air Force Print News Today*, 10 Oct 03.

¹⁶ Pam Zubeck, “Academy Starts Mission to Instill Values in Cadets,” *The Gazette*, 2 Nov 03, Sec A, 1.

¹⁷ Gen John W. Rosa, Jr., “Superintendent’s Note,” *Checkpoints*, Winter 2004, 8.

¹⁸ Gen John Weida, “AFA Launches Officer Development System,” *Checkpoints*, Winter, 2004, 16.

¹⁹ Richard L. Hughes, Robert C. Ginnett, and Gordon J. Curphy, *Leadership: Enhancing the Lessons of Experience*, (4th ed., NY: McGraw-Hill, 2002), 402, 416-420.

²⁰ *Ibid*, 399-416.

²¹ James MacGregor Burns, *Leadership* (NY: Harper Collins, 1978), 19-20.

²² Bernard Bass, *Transformational Leadership: Industrial, Military, and Educational Impact* (NJ: Lawrence Erlbaum Associates, 1998), 4.

²³ *Ibid*, 3.

²⁴ *Ibid*, 33.

²⁵ *Ibid*, 86.

²⁶ *Ibid*, 89.

²⁷ Interview with Cadet Katie Dildy, USAFA, CO, 24 Feb 04.

²⁸ Telephone interview with Col David LaRivee, 18 Feb 04.

²⁹ Interview with Mr Robert Christensen, Maxwell AFB, AL, 20 Nov 03.

³⁰ Larry Donnithorne, *The West Point Way of Leadership* (NY: Doubleday, 1993), 164.

³¹ Col Joe LeBouf, *The Cadet Leader Development System (CLDS) and Officership Briefing*, National Principles Institute, 14 Jul 03.

³² Interview with Col Dana Born, USAFA, CO, 23 Mar 04.

³³ *Final Report Lead Team*, USAFA, CO, 16 Apr 93, 1-2.

³⁴ Interview with Brig Gen David Wagie, USAFA, CO, 9 Feb 04.

³⁵ Dr. Bill Rodes, *Leadership Development Committee briefing on History of CDC*, USAFA, CO, 17 Nov 03.

Chapter 3

ODS Framework

“The experience of Huns must be structured to allow them to broaden and deepen themselves to develop the character they will need when appointed a chieftain.”

Attila the Hun

The Tiger Team began building the ODS framework by defining character-based officership. If cadets were to possess a commitment to character-based officership they needed to first thoroughly understand the concept.

Officer’s Oath

The essence of character is reflected in the oath of office:

“I solemnly swear that I will support and defend the Constitution of the United States against all enemies, foreign and domestic; that I will bear true faith and allegiance to the same; that I take this obligation freely, without any mental reservation or purpose of evasion; and that I will well and faithfully discharge the duties of the office on which I am about to enter. So help me God.”

The importance of the oath is further amplified by the fact that this “Constitution supporting” promise was the very first law passed by the Continental Congress in 1789 (statute 1, chapter 1).³⁶ Although the specific wording of the military officer’s oath has changed somewhat in the past two centuries, its endurance (last changed in 1868) is proven by the test of time.

Core Values

As General John Jumper, Air Force Chief of Staff, states in the foreword to the new Air Force Leadership Doctrine, “The Air Force’s core values are the foundation of leadership.”³⁷ These values deliberately align with the oath. *Integrity First*...to bear true faith and allegiance; *Service Before Self*...I take this obligation freely, without any mental reservation or purpose of evasion; *Excellence in All We Do*...to well and faithfully discharge the duties of the office. These values provide the moral code that guides airmen fulfilling the oath derived from the Constitution. The cadets on the Team felt that simply listing the core values would not be sufficient; they stressed the need to provide examples as well as “lead-in” words for each of the three core values.

Integrity is the willingness to do what is right even when no one is looking. It provides the “moral compass”—the inner voice of self-control; the basis for trust at both the Air Force Academy and in the operational Air Force. Integrity is the single most important part of one’s character and forms the very foundation of the military profession. The Team went on to identify integrity’s sub-elements with their respective definitions: courage, honesty, responsibility, accountability, justice, openness, self-respect, humility, and honor.

Service Before Self was the core value articulated by the Team as the one that captures the selfless dedication to duty inherent in military life. This core value incorporates the responsibility to accomplish the mission defined by superiors and to serve the nation despite risk, danger, or personal inconvenience. The ODS framework highlights the conflict this second value creates in some people and warns that “each officer must understand the imperative of military service: to obey lawful orders and to

accomplish the mission successfully despite personal sacrifice. Service before self means an Air Force career must be managed with an eye toward what is best for the nation, not necessarily what is in one's best interest nor personal desire.” Sub-elements of this core value include duty, respect for others, self-discipline, self-control, tolerance, and loyalty.

Excellence in All We Do, the third core value, challenges cadets “to do their best at all times with all tasks.” ODS explains this is as an attitude as well as a performance standard. Excellence complements the two other core values by providing a quantifiable, performance-based element. ODS highlights that this standard does not apply only to one's self, but requires an individual to confront others when they fall short. The core value of Excellence includes professional, community, and operations excellence.

The Team realized that for cadets to embrace this identity of character-based officership, they had to understand the significance of this commitment and appreciate its value to the society they will serve. They identified the next level of the system by spelling out four overlapping roles of a character-based military leader: Warrior Spirit, Professional, Leader of Character, and Servant of the Nation.

Character-Based Leadership

Warfighter is a term used throughout the Air Force; however, many Tiger Team members felt its applicability to the “non-ops” community was seen as superficial; thus exacerbating an existing “us-they” relationship. They felt that the term “*Warrior Spirit*” encompassed the “non-bomb droppers” (e.g., support, logistics, medical personnel) and was more inclusive. The Team emphasized that regardless of duty location or occupational specialty, all officers must embody the warrior spirit of being tough-

minded, tirelessly motivated, vigilant, and exhibiting the willingness to make the ultimate sacrifice of giving one's life for the country.

Professional was identified as the second attribute. The Team accepted the term to mean: A person that embodies a unique competence and experience with authority delegated by the nation and resides within a distinct culture with a recognized code of ethics. Professions focus on generating expert knowledge and the ability of its members to apply that expertise to new situations. This expertise is validated by the customer and establishes the basis of trust between the profession and its clients.³⁸ The ODS Tiger Team emphasized officers are public figures always responsible for their personal and professional conduct.

Leader of Character is the third role of an officer. A person could be a leader, even an effective leader, but without character, they may follow the patterns of Hitler, Stalin, Hussein, and Milosevic. Leaders of character seek to discover the truth, what is right, and then have the courage to act accordingly. Each person must understand that they are personally responsible for creating a culture that perpetuates and protects equality and respect. They set a personal example for all, whether in their units, organizations, or society.³⁹

Servant of the Nation was the final attribute the Team identified for officers. Reemphasizing the Constitution's premier relevancy and the military subordinate role to civilian authority, Team members highlighted this moral obligation of willingly making sacrifices for the nation that places a special trust in the officer to serve and protect established ideals and principles.

After having laid the construct's foundation, the Tiger Team went to work on mapping out the main elements of a deliberate, progressive development system. Again, consistent with the USAF Force Development Philosophy, the USAFA system needed to be requirements-based and competency-driven. The Team specifically focused on the competencies cadets require to be effective lieutenants, the best available methods to provide these skills, and the appropriate progressive process.

Unlike other commissioning sources, USAFA provides a very extensive, resource-laden, and long-term developmental environment that allows for education, training, and experiences in both depth and breadth. Dr. James Smith, Director, Institute for National Security Studies and a 1970 USAFA graduate, uses the analogy of “providing cadets with clothes hangers” to describe the USAFA cadet experience. Dr. Smith explains his analogy by stating:

USAFA gives cadets a *basic wardrobe* while also providing them with the opportunity to obtain *hangers* for future *clothes*. As they are exposed to certain situations and challenges in the operational Air Force, USAFA cadets are better prepared to react accordingly.⁴⁰

In their research, Team members also discovered multiple lists of desired outcomes at the tactical (academic, military, athletic, character) level, but no single integrated list. As depicted in Figure 3, the USAFA Strategic Plan, the Training Wing, the Character Development Center, and the Education and Training Plan all have various outcomes. There were also external outcomes proposed by the Commissioning Committee and Air Staff. Team members invested a great deal of energy in reviewing the multitude of outcomes and developing a clear, concise, institutionally agreed-upon list of integrated objectives for USAFA.

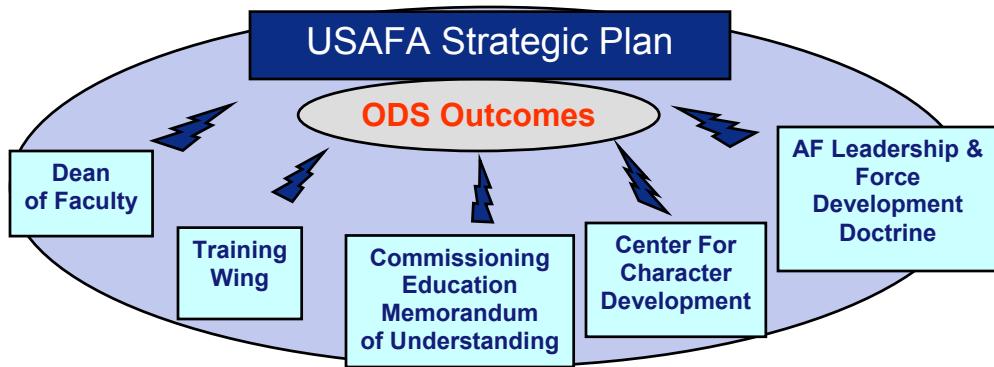


Figure 3. ODS Outcomes. Compilation process for establishing an institutionally agreed upon single list of outcomes.

Within the Team there was much discussion about the correct level of development on which cadets should focus on. The Air Force Leadership and Force Development Doctrine defines strategic, operational, and tactical development levels.⁴¹ Teaching the right competencies at the right time is a key philosophy of Force Development.⁴² Why should we expend resources teaching junior officers how to try to solve strategic problems when they haven't yet learned their primary job requirements? Additional exposure is advantageous to long-term development, but not at the expense of acquiring the basic tenets of officership. Despite having strategic, operational, and tactical positions within the cadet wing itself, USAFA is unequivocally at the tactical level of the Air Force development continuum and ODS outcomes had to reflect this fact. The ODS architects recognized that the Academy served as the first stage of a decades-long process to develop senior leaders. Therefore, it is vital that cadets graduate with a solid foundation at the tactical level in order to grow and eventually lead at the operational and strategic levels.

The Team began defining their outcomes by highlighting the specific attributes cadets needed to walk away with from the Academy. They concluded that *USAFA*

outcomes needed to integrate efforts in order to produce officers who demonstrate the following characteristics:

1. Integrity and selfless commitment to service to their country through personal and professional excellence.
2. A breadth of integrated knowledge across the academic disciplines and the military profession that support the Air Force mission.
3. Decisive leadership with stamina, courage, and discipline to build and inspire high-performing teams in demanding, dynamic environments.
4. Appreciation for the significance of their own spiritual development, acceptance of the beliefs of others, and foster mutual respect and dignity among all individuals.
5. Ability to make sound decisions grounded in the fundamentals of air and space power in a joint environment.
6. An understanding of the importance of effective communication in promoting a dynamic relationship between leaders and followers.
7. Capacity to use their understanding of global relationships, cultures, and languages to effectively employ air and space power.
8. Application of their knowledge and skills to meet the present and future challenges of the military profession.
9. Unquenchable desire for personal and professional development.
10. Motivation toward a lifetime of national service.

Now that the outcomes were identified, the Team tackled the issue of determining the best way for cadets to obtain them. They all agreed that a coordinated approach tying education, training, and experience together had to be employed. This delivery had to encompass all activities across the various mission elements and dimensions of personal development. The emphasis area would vary in each cadet year, building upon the previous year and associated competencies. This functional approach begins with the basics and leads to advanced skills. In concert with the Character Development Center, each cadet class is provided with a tailored seminar targeted at the respective cadet levels. The cadet's first year's focus would be on personal leadership skills, in the following year this would progress to an interpersonal focus, then in the third year a team skills emphasis and in the final year a focus on organizational skills. The objectives within each

level reflect the corresponding maturity and experiences of the cadets. By mapping competencies to corresponding phases, an interaction between cadets in different classes enhances development for both the new and more experienced cadets (Figure 4).

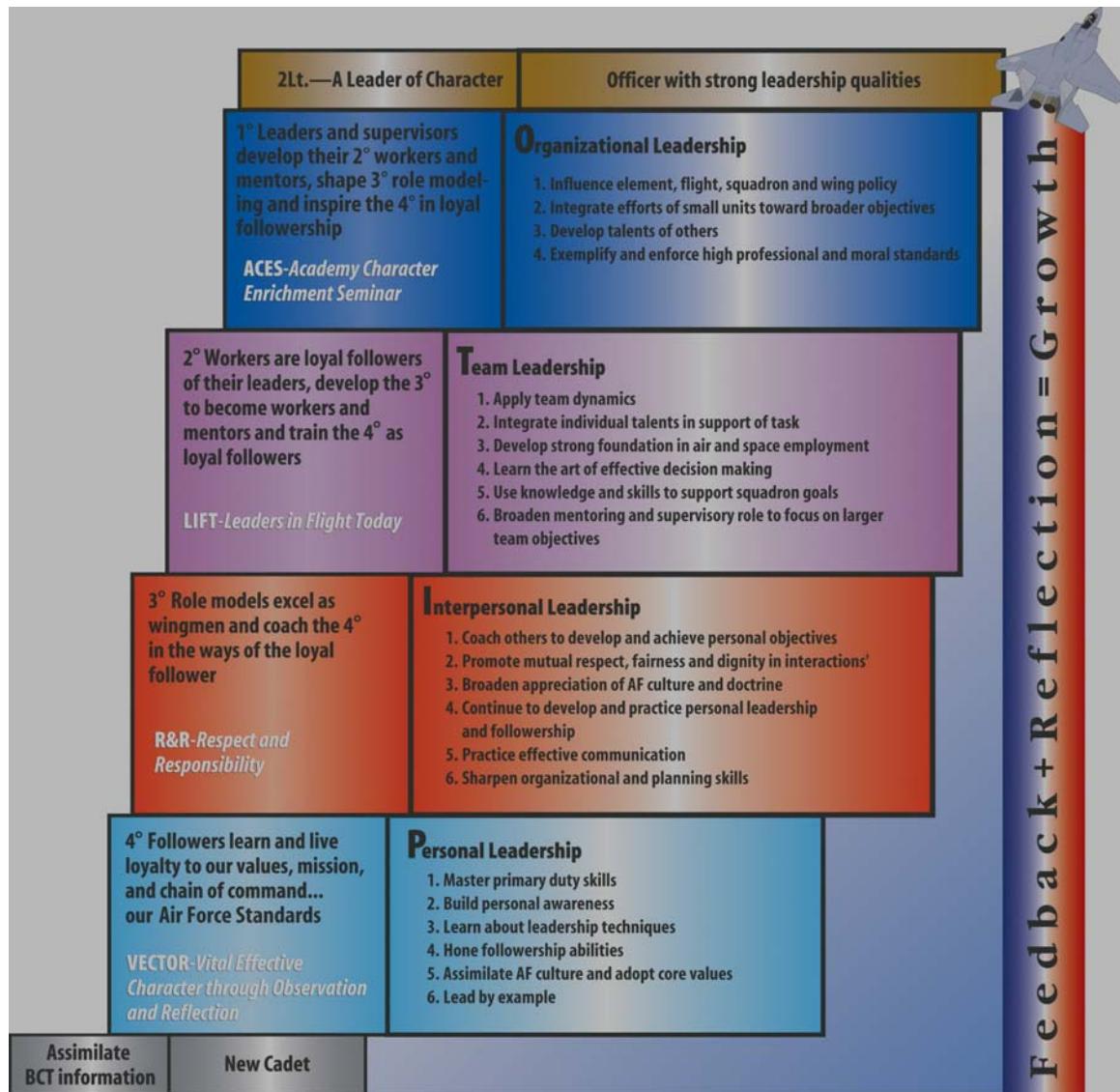


Figure 4. PITo Model. Progressive approach to leadership development.

With the outcomes identified and a deliberate, progressive approach established, the Tiger Team took the time to define twelve guiding principles to help ensure USAFA's

policies, procedures, standards, and expectations reinforce the targeted outcomes and the use of the deliberate, progressive acquisition approach. These guiding principles define how USAFA will achieve their established outcomes. The Team articulated the following *ODS guiding principles*:

1. Align all aspects of the USAFA experience with USAFA practices.
2. Create depth of expertise sequentially and progressively based on a cadet's development level—meet them where they are and move them to where they need to be.
3. Integrate and coordinate all education and training experiences to meet ODS outcomes.
4. Use goal-oriented and standards-based approaches to build skill-set expertise.
5. Strike an appropriate balance between quality and quantity of development experience.
6. Establish both a common core of experiences and multiple paths to the same outcome.
7. Couple adequate support with every challenge; tailor every challenge to each cadet always understanding cadets are at different places developmentally.
8. Emphasize cadet ownership and accountability for their own development—allow cadets to make significant decisions.
9. Prepare cadets to expect, embrace, and handle change and adversity.
10. Involve all cadets, faculty, and staff in the implementation and use of ODS.
11. Assess the effectiveness of training and educational processes.
12. Ensure all leaders and followers gain from developmental experience to include both successes and failures.

Up to this point, the Team had made significant inroads; however, they had yet to tackle their ultimate task of identifying a leadership model for use as a “practical cadet tool.” They purposely decided outcomes and guiding principles needed to be specified prior to addressing the model issue. As they began this next phase, discussion centered on the primary influences in selecting leadership styles. Everyone agreed there is no universally applicable, single method that works in all environments. They discussed the three key variables in choosing the appropriate style (leader, follower, and situation),

Figure 5.



Figure 5. LFS Model. Three key variables to leadership application.

The quality, characteristics, and nature of these elements determine the leadership style requirement and highlight the dynamic relationship that exists between them. Effective leaders must be willing and capable of adjusting their styles based on their resources and their current situation. Without this flexibility, understanding, and knowledge, the results are negatively impacted and the mission suffers.

Building upon the LFS model, the team pulled elements from other development models and adjusted the pieces to fit into the context of the USAFA cadet environment and led to the development of their Leadership Growth Model (LGM); a phased, interactive process that incorporates the hierarchical system of a leader-follower relationship. LGM outlines the four distinct stages as expectations and inspiration, instruction, feedback, and reflection (Figure 6).

In the *first stage*, the leader sets the expectations for the follower and provides inspiration. In the *second stage*, the leader gives specific instructions on how to meet the expectations. The leader's assessment of the follower's performance is then

communicated in the way of essential feedback during the *third stage*. It is here that the follower is provided with coaching and mentoring. This support is not limited to being provided by just the immediate supervisor/leader; other superiors, functional experts, even peers can and are expected to participate. The culmination of the process occurs in the *fourth stage*, reflection, in which the leader and follower re-look the original expectations, the instructions provided, and the results up to this point. In turn, they glean the lessons learned and begin the cycle over again with greater expectations. If at any time during the spiral process a disconnect occurs and the desired progress is not being made, the leader and follower back track and begin over again.

It is important to note that this development process does not simply benefit the follower but the leader as well. The rate of development is intricately linked to the participants' capabilities, relationship, activities' degree of difficulty, and available resources. From a depiction standpoint, the Tiger Team adjusted their initial LGM graph in which a single aircraft was used to emphasize the spiral. To highlight the leader-follower relationship, a "wingman" was added.

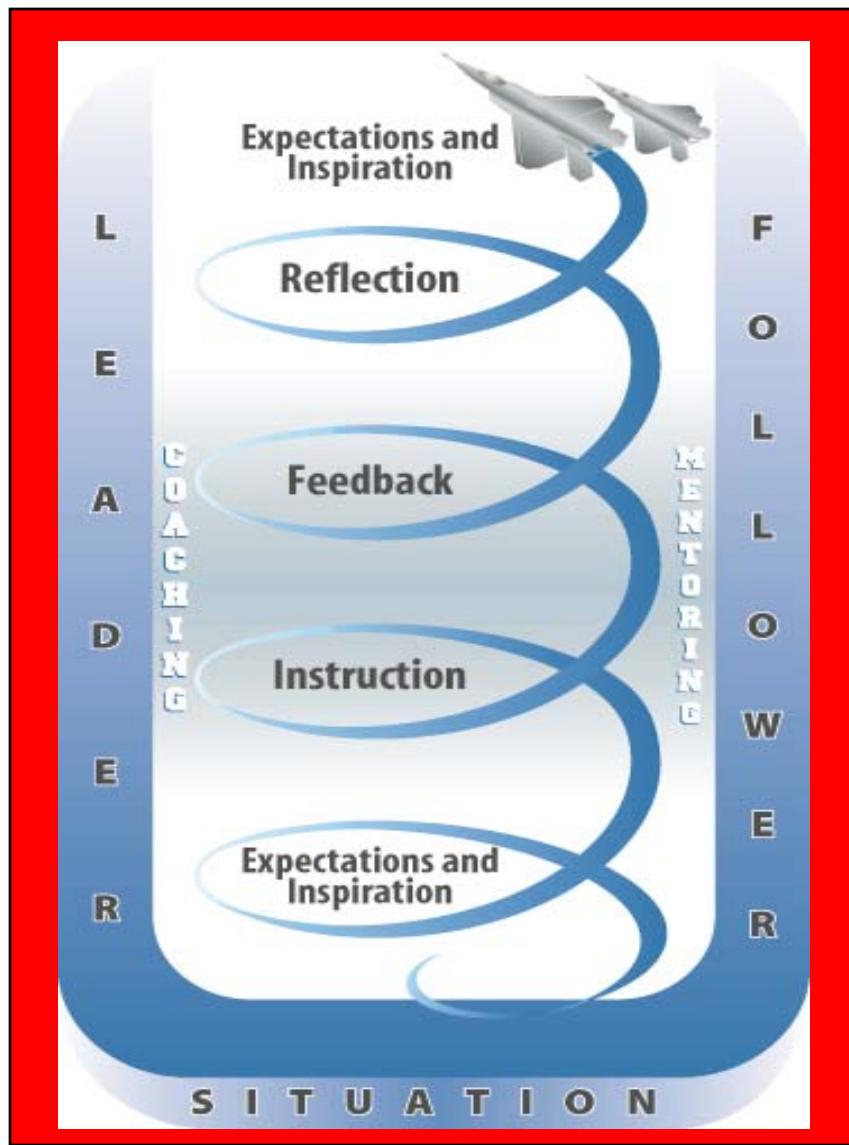


Figure 6. Leadership Growth Model. Conceptual ODS foundation.

Although the pivotal component of ODS is the LGM, the Tiger Team also included the Be, Know, Do framework previously used in the Academy Training Philosophy (ATP). The Team felt by incorporating this framework, participants (both followers and leaders) could further accelerate and enhance their development. The premise of the Be, Know, Do model is that, if certain attributes are realized at specific

phases, leadership development and ultimately, mission accomplishment will be improved. In addition, the Team matched up the LGM stages with this framework to highlight the expectations of the system (Figure 7). As illustrated below, “*Be*” indicates who you are, your values, and the role you play; “*Know*” characterizes the skills and knowledge you need to possess; and “*Do*” is the way you behave and perform.



Figure 7. Be-Know-Do Approach. Integration of developmental models.

In mid-October 2003, Dr Rolf Enger, Director of Education at USAFA, produced the Tiger Team’s first rough draft of all available information gathered up to that point. Eventually, the Team culled through the draft, inserted new concepts, and produced an

outline for the overall ODS concept. At the monthly LDC, an ODS overview of the revised draft's framework was provided as well as an update on the Team's progress, expanded membership, and referenced sources. The plan was to further flesh out the construct's framework, coordinate with other initiatives underway at USAFA, and allow time to receive and process inputs.

Leadership was extremely pleased with the Team's initiative, thoroughness, and accomplishments. In fact, the originally discussed timeline of having a working system in place by the summer was accelerated by the LDC to the beginning of the new year. ODS was needed and needed now.

The Tiger Team then conducted a day-long off-site to pick up the pace in order to meet the new timeline. They broke into sub-teams: context and foundational statements, officership, development philosophy, education and training, and implementation. Results of the effort led to another draft rewrite.

During the next two weeks, two significant crosstalk sessions were conducted. The first was with Major General Pete Sutton (AF/DPL); the second with Brigadier General Rich Hassan (AFSLMO). The purpose of these meetings was to obtain senior level external vector checks to ensure the USAFA effort was on track with the Air Staff's Force Development initiatives. Both Generals provided "thumbs up" to the ODS construct and commented on the relevancy of the team's work as the future cornerstone of the officer accession process.

On 17 November 2003, General Rosa received his first ODS-specific briefing to include a prototype ODS pamphlet. The in-depth briefing outlined the Tiger Team's efforts which, up to that point, included membership, objectives, references,

developmental domains, deliverables, construct frame work, growth models, desired outcomes, and guiding principles. The final part of the briefing presented a “way ahead” plan that proposed the implementation aspect of ODS be conducted by a dedicated team led by a senior USAFA official from the Superintendent’s staff. Major General Kathy Thomas (Mobilization Assistant to the USAFA Superintendent) was specifically recommended by the Tiger Team.

General Rosa lauded the Team’s progress and thoroughness. He stated, “I’m amazed we came this far so fast; absolutely fantastic work; tremendous effort.”⁴³ He went on to discuss the importance of carrying through on what had been started and emphasized the difficulty of pressing on beyond the conceptual stage. He wanted the ODS construct briefed to the USAFA community prior to the end of the semester. He also emphasized the need for a more thorough training session scheduled for the cadet wing’s return from break but prior to the start of classes. He concluded the session by saying, “We cannot wait any longer; this’ll take a full court press, but we need to get on with it. There is nothing more important than this (ODS).”⁴⁴

The next day the Team met to outline a strategy to meet the further accelerated timeline. They had less than a month to finalize fleshing out the construct and brief the entire Air Force Academy community and less than two months to begin actual ODS training. Everyone agreed it was time to build a viable, well-organized implementation plan.

³⁶ Lt Col Kenneth Keskel, “The Oath of Office, A Historical Guide to Moral Leadership,” *Air & Space Power Journal*, Winter, 2002, 47.

³⁷ AFDD 1-1, *Leadership and Force Development*, 18 Feb 04, iii.

³⁸ Don Snider, *The Future of the Army Profession* (NY: McGraw-Hill, 2002), 7.

³⁹ *Commandant’s Guidance 02-3*, Brig Gen John Weida, 12 Feb 04.

⁴⁰ Interview with Dr James Smith, USAFA, CO, 15 Mar 04.

⁴¹ Tech Sgt David Jablonski, "AF Unveils Force Development Plan," *Air Force Print News Today*, 10 Oct 03.

⁴² Staff Sgt A.J. Bosker, "Developing Leaders: Air Force Revises Plan," *Air Force Print News Today*, 13 Nov 02.

⁴³ Lt Gen John Rosa, LDC Meeting, USAFA, CO, 17 Nov 03.

⁴⁴ Ibid.

Chapter 4

ODS Implementation

“For too long, leadership development has been seen mainly as a matter of training, as such, and skill development. But leadership—particularly transformational leadership—should be regarded as an art and science likely to be enhanced with a quality education process.”

*Bernard Bass
Transformational Leadership*

The Team finalized a four-phase strategy in early December 2003 as the USAFA game plan for ODS implementation. Phase 1 had begun with the establishment of the Tiger Team in September. The diversity of the members not only ensured that all aspects of the USAFA community were represented in the ODS research and development, but later on it also helped further solidify support from the different mission elements, senior leadership, and cadet wing. Besides building a consensus for change, several other crucial actions also occurred during this initial phase.

An aesthetically appealing and informative pamphlet was designed and produced. The first printing was for 6,000 copies and another 12,000 copies were later produced. Orientation and training were also Phase 1 milestones and entailed the most labor intensive aspect of the effort. It was imperative the faculty and staff were familiar with ODS prior to the cadet wing being immersed. The success of ODS would require a united front to endorse it. Cadets could not see the new system as purely academic or

military training; they had to perceive it as an integrated approach transcending all mission elements. Everyone they came into contact with had to be conversant on ODS.

Therefore, using senior leadership to kick off the orientation, Tiger Team members provided overview briefings in several forums for the faculty and staff as well as base-level personnel. During one of these sessions, General Rosa led off by tying the ODS effort to the larger Force Development initiative going on throughout the Air Force and stressed the importance of developing cadets in a manner consistent with how the Air Force transforms young officers into senior leaders. He admitted that all the details had not been worked out, but reassured cadets that they would receive more specifics upon their return from winter break. The overview also emphasized that the new approach placed greater emphasis on developing an appreciation and understanding of character-based officership and this commitment would provide the strategic focus for everything done at USAFA. After this initial exposure these groups were now prepared to discuss the system with cadets. From these groups, a cadre of over 300 ODS instructors and facilitators was also established.

The cadet senior leadership, both the outgoing and incoming staffs, also received an overview briefing to provide them with specifics and in turn, obtain their feedback. During this session, Major General Thomas emphasized the need for the change and explained how ODS would impact cadet development. A large portion of the two-hour session was an open discussion by participants on cadet participation in the new system's facilitation.

In conjunction with several USAFA curriculum developers, ODS architects developed lesson plans and training materials to get the cadre up to speed for the

upcoming cadet wing immersion requirements. Several practice sessions were conducted to fine tune the materials and standardize presentations.

At the noon meal on 12 January 2004, General Rosa officially kicked off the ODS training effort by addressing the entire cadet wing. He articulated that the principles of ODS were not a new way for the Air Force and the cadets themselves were the reason for the change. Referencing graduate feedback, the Superintendent stated that a large portion of the alumni felt the “cadet experience did not adequately prepare them for the real Air Force.”⁴⁵ Specifically, he explained that the way officers are required to lead should drive how the Academy develops cadets regarding character-based leadership. He admitted, “There is no cookbook answer and ODS is not a magic pill. This will take time, but it’s time to change and ODS will get us there.”⁴⁶ Additionally, ODS cadre members were positioned at each lunch table and provided every cadet with an ODS pamphlet. For the remainder of the lunch session, ODS was discussed as a prelude to the next day’s events.

Phase 1 training commenced at 1900 on 12 January 2004 with two of the four cadet groups receiving information briefings. This was followed the next day with a wing-wide training day. No other academics or training would be conducted—there was one purpose and that was ODS immersion for 4,000 cadets. General Rosa kicked things off by addressing the cadet wing. He cautioned that USAFA would experience challenges as this adjustment was made and would have to perhaps take “two steps forward and one step back.” Additionally, he emphasized “this initiative was not going to be a flash in the pan and it would take years to fully implement.” He concluded his opening comments with “We can’t wait. Let’s get it going.”⁴⁷

Throughout the day, several forums were conducted and techniques incorporated to familiarize cadets with ODS and allow them to discuss the benefits and challenges of implementing this new overarching development system.

That night, the entire cadet wing was once again called together by the Superintendent. He said it had been a “long day, but a good day” and applauded their enthusiasm and tenacity exhibited throughout the day. He also commended the diversified cadre that executed this massive immersion effort and concluded by reemphasizing implementation was going to be “a marathon and would take time.”⁴⁸

Feedback of the Phase 1 training sessions validated General Rosa’s positive observations. Using survey methods, training effectiveness was rated outstanding: over 80% of the involved cadre felt well-prepared for their roles in facilitating/instructing and over 63% of the cadet wing agreed ODS implementation would lead to significant improvements at USAFA. However, with the system’s details still being developed, many cadets appeared to be taking a “wait and see” approach regarding future implementation effectiveness.

As part of Phase 1, an external evaluation was also conducted by having representatives from the RAND Corporation and AFSLMO assess the initial training activities. Their comments complimented the effort’s execution as being “well-organized and well-done,” but confirmed that, following training, cadets still had many questions pertaining to the practical application of ODS and its impact on current cadet activities. The critique recommended future training include USAFA graduate testimony regarding the importance of the ODS principles and their application to the operational Air Force.⁴⁹

Phase 2 began in January 2004 with Major General Thomas being formally designated as the lead for the ODS implementation effort. Her dedicated team consisted of remaining CAT members and some permanent party members. At their first meeting the Phase 2 Team decided that they would continue the immersion effort and also focus on the creation of a permanent office to integrate all activities associated with ODS. The demands on the personnel behind the ODS effort thus far had been handled by permanent party and deployed CAT members. With the requirements of their regularly assigned duties, primary party alone could not provide the time and attention that would be required in the crucial next step of implementation. Additionally, the CAT members were scheduled to close up shop at the end of March and return to their home bases. Continued coherent progress demanded the total focus and continuity that could be best provided by a full-time integration office. The complete composition and specific functions of this office and full complement of personnel are still being worked. The other immediate challenges of Phase 2 include integrating ad hoc teams, coordinating scheduling conflicts, and most importantly, maintaining ODS' momentum and visibility.

Phase 3 of the implementation plan specifically looks at the integration of current programs and charting new ones to support ODS. And in the final phase of implementation, *Phase 4*, efforts will focus on assessing development activities and executing necessary adjustments to include adding, deleting, and/or modifying practices and programs. The final three phases are being worked concurrently.

⁴⁵ Lt Gen John Rosa speech to cadets at Mitchell Hall, 12 Jan 04.

⁴⁶ Ibid.

⁴⁷ Lt Gen John Rosa speech to cadets at Fairchild Hall, 13 Jan 04.

⁴⁸ Lt Gen John Rosa speech to cadets at Arnold Hall, 13 Jan 04.

⁴⁹ Interview with Dr. Mike Thirtle, USAFA, CO, 16 Jan 04.

Chapter 5

Looking to the Future

“For leadership is indeed a science and art about which the last chapters have by no means been written.”

*Robert Dilenschneider
A Briefing for Leaders*

ODS is the number one focus at USAFA. Leadership beyond Colorado Springs has endorsed it, as has the local community. However, maintaining this positive momentum demands practical application, assessment, and support to make program adjustments.

The ODS Tiger Team, chartered by the Leadership Development Committee in the early Fall of 2003, more than met its task of “developing a model.” The focus now is on the operationalization of the ODS construct. In the current environment of change and transformation, ODS at USAFA will continue evolving in the same manner the Air Force is implementing Force Development.

Ideas behind the ODS construct are not new, but for it to be successful in changing the culture at USAFA, ODS’ efficacy has to be clear. It must also be visibly advocated for by senior and cadet leadership and community-wide participation must continue. Just as important is that the environment must remain receptive to allow the opportunity (e.g. no higher priority and wide-spread agreement that change is necessary) for ODS to take root and be sustained.

The key to this sustainment has already begun with the transitioning from concept to application. Initially, the ODS construct had to be understood by the people it will effect. Now the focus is on applying the tenets to cadet development activities. Defined objectives and a credible assessment system are crucial to this next step. Only with future assessments will USAFA be able to determine if and to what degree a cultural shift has occurred. The initial assessment needs to be made as soon as possible—it does no good to take the patient's temperature after he gets well. This snapshot needs to be taken now and be recurring so the impact of program adjustments and achieved progress can be captured.

Furthermore, this assessment cannot simply be internal. Outside assessment of graduate performance in the operational Air Force needs to be conducted by analyzing positive indicators (e.g., promotions, positions, retention) as well as negative indicators (e.g., administrative actions, weight management program, separation). This data should also include direct supervisor feedback and not rely heavily on often inflated, intangible officer evaluation comments. Feedback from the graduates themselves regarding their preparation for commissioned service is also instrumental. Armed with this information, USAFA can measure the effectiveness of their development efforts. Without it, it is simply going to be a “best guess.”

Challenges

Not everyone has embraced this attitude for change. Any cultural overhaul of such magnitude will have its detractors who cling to the old ways. In this case, the group consists primarily of senior cadets and a faction of graduates. Unfortunately, this “resistance” group is the same one that is crucial to ODS’ success. As cynical cadets

developed under the previous system graduate and faculty and staff that worked in the old system retire and are reassigned, remaining “sacred cows” will be “put out to pasture.” ODS will evolve and become simply “the way we do business” while the new culture will become more and more deeply embedded.

USAFA must be cognizant that this personnel “line change” cannot be executed as a total “fire sale”; coherency and communication are crucial to ensure the pendulum doesn’t swing to the other extreme where there is no continuity or available reference to lessons-learned and rationale for viable practices already in place. Additionally, with leadership’s emphasis on enhancing external communications and as tangible results are captured, this new system will be further embraced. Just as important to ODS’ success is its continued emphasis to align with Air Force guidance and the future must include coherency with the other officer commissioning sources and coordination with company grade developmental education activities (e.g., ASBC, SOS).

Signs of Success

Early evidence of success can be seen as changes are made and positive momentum continues. At the Academy’s Board of Visitors meeting in Washington D.C. in January 2004, the development system received strong support. Then one week later, the USAFA’s Association of Graduates (AOG) Board of Directors unanimously endorsed the Academy’s new officer development system. In a letter published in the March issue of *Checkpoints*, AOG Chair Ted Lagasey explained the new system for “preparing cadets to be leaders” and pointed out that ODS “demands more of cadets as they become more senior, and it holds the promise of creating a climate and culture where cadets hold each other to the standards that we as graduates hold so dearly.”⁵⁰ He addressed criticism from

some factions claiming that USAFA training already provides more responsibility to the senior cadets, the existence of mechanisms for cadets to enforce standards within their wing, the perceived “relaxation” of the fourth class system, and the adjustments to the cadet disciplinary system. Lagasey countered with “Sad to say, but a good many of these things need to be reinvigorated, and the ODS is intended to do that.”⁵¹

Additionally, monthly ODS training is ongoing within the cadet wing, assessment mechanisms are being designed by a newly established assessment office, and work continues on establishing a permanent ODS Integration Office. Plans are already in place to indoctrinate incoming faculty and staff regarding ODS. General Thomas was also recently appointed as the Chair for the LDC. This appointment clearly stated that ODS is the overarching operational mechanism for USAFA leadership development. Lastly, ODS will be the foundation for this summer’s Basic Cadet Training (BCT) objectives.

Desirable qualities and skills may vary, but the basic formula for leader success has changed little in 2000 years. However, the method for routinely inculcating, supporting, and sustaining the desired leader behaviors has yet to be determined. The link between concept and practice is the heart of the matter.⁵² Understanding leadership development is not easy and the necessary mechanisms to create better leaders will not appear overnight. Leadership is an extremely complex set of behaviors occurring in an even more complex context.⁵³ USAFA and the Air Force need ODS, but it is definitely a work in-progress requiring continued emphasis in order to maintain its momentum and achieve complete fruition. No doubt the Air Force Academy has produced good officers and continues to do so; the track record is impressive. However, improving USAFA’s developmental programs will produce even better leaders in the future.

⁵⁰ Teg Lagasey, “AOG: From the Board Chair,” *Checkpoints*, Winter 2004, 5.

⁵¹ Ibid.

⁵² Walter F. Ulmer, Jr., “Military Leadership into the 21st Century: “Another Bridge Too Far?”, *Parameters, US Army War College Quarterly*, vol. XXVIII, No. 1 (Spring 1998): 7.

⁵³ Robert Ginnett, “What Makes a Great Leader? It Depends,” *The Gazette*, 26 Oct 03, Business 3.

Chapter 6

Air Force Application

“Fundamental improvements in our leader development processes will ensure that the Air Force men, women, and civilians continue to serve the nation with excellence, integrity, and vision.”

Gen (ret) Robert Dixon

ODS served to highlight the importance of development at the officer accession level and its connection to the Air Force’s larger Force Development initiative was obvious from the start. It is not a coincidence that the first Air and Space core competency is “Developing Airmen.” This emphasis represents the Air Force’s relentless pursuit of improving development programs to fulfill our commitment to provide America with the world’s greatest air and space force. The importance of leadership has been a constant in the Air Force since its earliest days, as demonstrated in a 1948 Air Force Manual on Leadership:

Contrary to popular thought, future warfare, however automatic, will necessitate more intelligence, skill, courage, and responsibility by the men using the weapons than was ever necessary in the past. Only sound leadership will insure that air force units will successfully accomplish their tasks.⁵⁴

Air Force core competencies, distinctive capabilities, and core values “serve to define the essence of who we are as airmen and will guide our continuing development as an air and space force.”⁵⁵

USAFA's "challenges" are indicative of a larger "crisis for character" so evident in today's society. The Academy's stovepiped programs and splintered developmental efforts are simply a microcosm of the operational Air Force. The good news is that people are rolling out development initiatives (such as Fairchild AFB's Leadership Development College, AFMC's Leadership and Management Center, and AFSLMO's Future Concepts Branch). The bad news is that there is a glaring lack of coherency among the numerous development programs. The Air Force will better comprehend and operationalize its development requirements and associated programs by expanding its focus beyond the individual initiatives to an institutional perspective (Figure 8). That is not to say that all development programs will be identical; based on missions, constraints, and resources, various initiatives will be shaped differently. However, having visibility and common objectives will prove extremely beneficial.

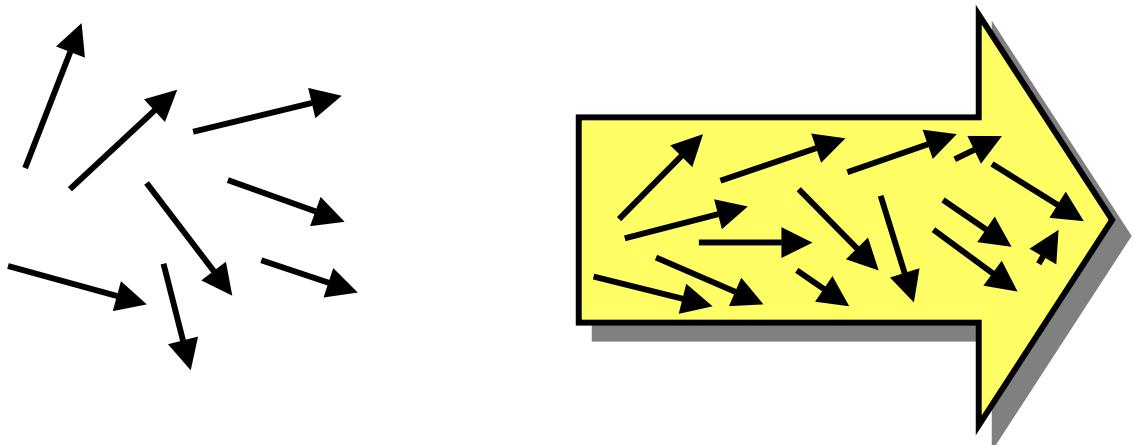


Figure 8. Coherency. Depiction of current and future Air Force developmental environments.

Like the operational Air Force, USAFA found itself with a multitude of programs but without clear, agreed-upon, tangible objectives; it was a “ship without a rudder.”⁵⁶ Without institutional oversight, efforts eventually end up competing against one another tapping into valuable resources and creating a culture of confusion and segregation. Inevitably, development suffers and mission capability is inhibited.

Leadership development is a moving target. With mission changes, cultural shifts, resource constraints, policy adjustments, and technological advancements, there will never be a constant for developing leaders. Additionally, the ODS implementation challenges faced by USAFA are further exacerbated for the larger Air Force. Examples of these obstacles are sheer size, daily mission requirements, and operational control. However, because of these challenges, it is more important than ever that the Air Force continues to emphasize the criticality of leadership development and ensure this initiative always remains a high priority work in-progress. Several positive steps are currently underway.

The inaugural meeting of the Force Development Council (FDC) took place in January 2004. This is the Air Force’s corporate body that will meet to provide an institutional perspective on Service-wide Force Development issues and make recommendations to the CSAF and SECAF. The FDC is chaired by the Vice Chief of Staff of the Air Force and is comprised of functional authorities, Major Command Vice Commanders, Chief Master Sergeant of the Air Force, and appropriate Reserve, Guard, and civilian representatives. The Council ensures that a total force perspective is taken in regards to Force Development. FDC’s involvement focuses on weighing both functional and operational concerns, developing health of the force, and providing corporate-level

guidance and strategies.⁵⁷ At the January meeting, General T. Michael Moseley (VCSAF) spoke of the objectives of Force Development and the role of the FDC. He asked the Council to consider the need to “open the aperture” so as many people as possible are provided pertinent developmental opportunities. He went on to say he wanted the attendees to come away from this meeting with an understanding of where the Air Force is going regarding this process.⁵⁸

The establishment of Development Teams (DT) is another new organizational improvement that has been implemented. These senior-level, integrated teams represent individual functional communities by periodically meeting and being involved in career field policies, plans, programs, training, and actions affecting career field management, specifically appropriate development of their resources.⁵⁹ For the first time, the various functional communities are now managing their respective development activities by using the same organizational structure.

Up to now, the catalyst behind the Force Development initiative has been the Air Force Senior Leader Management Office (AFSLMO). The normal scope of AFSLMO is on senior personnel (Chief Master Sergeants, Colonels, GOs, GS-15s and SESs), so as the “end user” having them steer the effort focused on growing leaders was appropriate in establishing the program’s roots. However, now that the Air Force has embraced Force Development with a Service-wide, all-grades approach, more appropriate office of responsibility alignment would be to a broader, all-encompassing Air Staff office. AFSLMO should continue to focus on senior officials’ development while also determining the corresponding requirements and assessing the inventory, but the new office should take the lead in the initiative’s broader application and further development.

Challenges beyond the D.C. “beltway” also exist as the Air Force strives to bring about coherency. Interaction among the various commissioning sources regarding their development programs appears to have been placed on the back burner. It has been over two years since the senior group known as the Commissioning Committee has met. Fortunately, at the working group level, the Commissioning Training Education Committee (CTEC) appears to be a viable mechanism. Although it meets only twice a year, it is a forum for sharing ideas and developing guidance regarding accession and junior officer development to even include the Air Guard. CTEC is not a directive producing body, but does author the Commissioning Education Memorandum of Understanding (CEMU) which establishes shared goals among the membership agencies. There are obvious challenges when working such diverse programs—OTS is 12 weeks, ROTC has 1, 2, and 4-year programs, and USAFA with its 4-year program. The respective variances require adjustments in implementing standardized programs; however, at least a mechanism exists in having a CTEC to promote visibility, coherency, and common objectives. By expanding the membership to include USAFA Prep School, JROTC, Civil Air Patrol, and Basic Military Training representatives, additional progress could be made towards establishing a truly integrative relationship at the accession level. Furthermore, this integration could eventually encompass a civilian accession program that does not yet exist.

Within the Air University there are also splintered approaches in effect regarding leadership. Unlike a traditional university which identifies a single department for a specific area of study (e.g., English), Air University has different leadership departments among their colleges. The mechanism to integrate these offices is the Leadership

Curriculum Integration Group (CIG); however, due to resource constraints this forum has not been fully exploited. Results are stovepiped leadership curriculum and practices that inhibit a progressive approach through the various phases of developmental education. By merging (or at least improving communication) between the departments, to include the Commanders' Professional Development School of the Ira C. Eaker College for Professional Development, resources can be maximized, research can be promoted, and curriculum can be deliberated, developed, and implemented using a broader continuum than the current segregated programs.

Although the Air War College established the Center for Strategic Leadership Studies in 2002, the focus is at the senior-level of education, research, and publications that support the integration of leadership into national strategy and policy. Its charter is to support faculty and student research, publish research through books, articles, and occasional papers, fund a regular program of guest speakers, host conferences and symposia on these issues, and engage in collaborative research with other institutions.⁶⁰ After checking with USAFA, AFSLMO, AFPC, and major command leadership development representatives, the success of their outreach program is limited. Additionally, prior to the Center's attainment of its vision of becoming "world-wide renowned" and enhancing leadership instruction in all senior PME institutions in the United States, the Air Force would be better served with using the Center's associated resources to get our own program in line.

Another area for improvement is the assessment piece of officer competency determination. The Occupational Measurement Squadron (OMS) at Randolph AFB, TX is basically an untapped resource from an institutional perspective regarding officer

development. The unit conducts recurring “validation” studies of what is being taught in tech schools and what is required in the field on the enlisted side of the house. They are able to measure the impact of course adjustments while also maintaining a current pulse on each enlisted career field by doing cyclical studies. Knowing what skills are required is crucial in a competency-driven development system. Although a few officer specialties have periodically used the OMS services in regards to occupational skills, there is currently no institutional approach being worked.

Expanding OMS’ mission from being primarily enlisted-focused to include officer and civilian segments of the Air Force population should also involve an expansion from strictly technical skills to enduring ones (i.e., skills that are applicable to all career fields such as leadership). OMS would require a reasonably small plus up of resources to expand their capabilities to officer and civilian segments, but it would be money well invested.

In whatever direction the progress continues and at whatever pace, the work accomplished to date indicates a critical need for an entity to take the reins of leadership development from an institutional perspective. The Air Force has recognized this fact and organizational adjustments have been and are being made. In solidifying this vital oversight, there must be an office that possesses the independence, senior-level support, and necessary resources (expertise, funding, manpower, and facilities) to serve the Air Force by providing three key development-related functions.

1. Integration. Assemble and promote a network of practitioners and scholars of military leadership, character, assessment, and cultural transformation. Provide a link between the LDC (Air Force’s senior leadership) and commanders and other leaders

at the “field” level, as well as educational centers (both internal to the DoD and civilian institutions). Organize the resources needed to work with other agencies in the Air Force, DoD, U.S. Government agencies, and coalition members, to better understand the broader environment, incorporate external influences into the Air Force leader development construct, and ensure the relevancy of ongoing efforts. This function would also include involvement with ensuring leadership and force development doctrine is maintained, relevant, and applied.

2. *Authority and Direction.* Explore leader development requirements across the total force to meet Air Force needs. Possess the authority and direction to work effectively in this area because an organization that serves only as a consulting body will lack the necessary clout to produce lasting results.

3. *Strategic Planning and Change Management.* Analyze and understand long-term leader requirements, coupled with the resources to support institutional transformation. This function encompasses the ability to work with experts (to include civilian institutions) in identifying new initiatives, research, and assessment efforts. This would also involve the ability to conduct test cases (i.e., applying initiatives on a smaller segment of the Air Force prior to Service-wide implementation) and develop prototypes with the authority to ensure the relevance of future recommendations. In addition, serve as a catalyst to help initiate needed programs or apply increased emphasis to existing ones. To be effective, this research function must be unbiased/apolitical and objective.

In late July 2001, the Character and Leadership Institute Subcommittee of the Developing Aerospace Leaders (DAL) initiative met to discuss a conceptual blueprint for

creating an “Air Force Character and Leadership Institute.”⁶¹ The subcommittee reasoned that a permanent institute, with a total force orientation, would serve both the short- and long-term goals of the Air Force institutionalizing leadership and character development. They proposed this could be best accomplished primarily through a consulting role with a combination of residency and off-site courses led by a core staff. By aligning the institute directly under the Chief of Staff or Vice Chief of Staff of the Air Force and requiring the staff to periodically brief the senior leadership, the leadership institute could leverage the resources necessary to ensure its relevance and sustainment. If provided with a sufficient budget and through an aggressive outreach and recruiting program, the subcommittee contended that the Air Force could establish a first-rate learning center that would provide seminars and ongoing communications. The institute would also become the focal point for Air Force leadership development research and assessment.

Many options exist on the specific structure of such a Leadership and Character Institute. As a first step a division could be established within the Institute for National Security Studies (INSS), an AF/XONP-sponsored entity residing at USAFA under the Dean of the Faculty. This option offers an established, proven, reputable host and would be the most expeditious and efficient to implement. Under this structure, the “Leadership and Character Institute” would become a small piece of a larger effort. It would cultivate research and theoretical work involving leadership development and recommend application areas and methods. The facilities already exist and only a modest research budget and a facilitator position would be required. However, under this structure, it

would be limited in its scope of abilities because it could not manage the assessment effort, consultation services to the field, or execute broad programs.

Another option involves creating a stand alone institute modeled after the INSS. Centralized control would be placed under the LDC and overseen by the VCSAF. This option could fulfill the requirement to conduct research and further develop assessment with three manpower positions for research, assessment, and administration; however, limitations would still exist and additional time would be required for stand up.

An option that provides more outreach involves creating an Institute based on the FEI (Federal Executive Institute) model. This model requires an endowment/sponsorship for a revolving fund. The initial capital would provide the means for executing a business plan for an entity that would “hire/recruit” personnel to achieve our desired end state. Centralized oversight would be placed under the LDC or VCSAF. It would, based on its funding level, be able to meet all requirements including research, assessment, implementation, and consultation.

The final option consists of a combination of both the INSS and FEI approaches. The INSS approach ensures operational inclusiveness while the FEI approach ensures long-term viability. By gaining the strengths of each and avoiding their respective weaknesses, this structure would provide the opportunity to begin in the near future and over time evolve to fully meet Air Force and national requirements. Envisioned as a mix of active duty and retired Air Force members, the Institute would ensure the necessary attention for leadership development in the following capacities:

- Serve as a conduit for research (past, present, and future).
- Serve as the assessment developer.

- Serve as the focal point for a network of scholars and practitioners interested in issues of military leadership, character, assessment, and cultural transformation; link to all levels of development education, as well as civilian graduate schools.
- Ensure the apolitical, objective nature of the research.
- Host a library/centralized archive of leadership issues.
- Serve as a clearinghouse for "reports" of lessons-learned.
- Provide consultation, or network to consultation, at commanders' requests.

The DAL sub-committee also considered possible locations for the Institute. The three locations were Washington D.C., Maxwell AFB, AL or Colorado Springs, CO. The Institute would be collocated with the policy makers by being in the Washington area; however, this could cloud its desired apolitical image. Additionally, the expense of the area was identified as a negative. The Maxwell location would provide access to Air University and the Air Force Doctrine Center but there is concern about the location's ability to attract the "best and brightest" (both military and civilian personnel). Transportation difficulties into and out of Montgomery and the lack of on and off base infrastructure (billetting, conference facilities, etc.) were viewed as further detractors. Their third option of establishing the Institute in Colorado Springs on the grounds of the Air Force Academy appears to be the best alternative.

By co-existing with USAFA, the Institute would be able to tap into the faculty's expertise and resources while also building upon USAFA's ODS framework to include the Leadership Development Committee and the Center for Character Development. Other nearby resources include USNORTHCOM and AFSPACEMCOM which would enhance interface with operational commands. Another local resource is the Center for

Creative Leadership (CCL) which already has a working partnership with AFSLMO and USAFA. Air Force senior leadership's annual CORONA meetings held at USAFA would provide an ideal opportunity to tap into the Institute's resources. Additionally, USAFA's AOG Headquarters is located nearby and would provide a promising funding stream towards establishing an endowment. Also, Colorado Springs continues to attract a quality work force which would encourage "expert" participation and recruitment for the Institute. *Expansion Management* magazine's annual "America's 50 Hottest Cities" ranked Colorado Springs sixth (2003) and fifth (2002) on the list of cities corporate executives consider for expansion and relocation.⁶² The ranking comes from a survey of 70 prominent site-location consultants that were asked to list the cities their clients found most attractive. Factors considered included business climate, work-force quality, and operating costs. Another big advantage to placing the Institute at USAFA would be another step toward making USAFA the Air Force's Academy and using the resources to improve the entire Air Force and not just a small segment of the Service.

Although the DAL subcommittee never reached a final consensus on the Institute or its location, the good work that was accomplished provides a solid foundation to conduct a fresh look at their original objectives. The immediate need is to capitalize on the recent stand up of the FDC and the pending realignment of Force Development to DP by establishing a Leadership and Character Institute. The Institute's first "event" should be hosting a leadership symposium to map out the specifics of its vision, mission, charter, structure, funding sources, and location. The next step would be to identify the numerous initiatives currently underway and "on the planning table" and bring together their advocates as a start in establishing an institutional perspective. Our Air Force desperately

needs this type of breadth and depth of focus, expertise, and research. Overtly committing to the establishment of the Institute would definitely be a tremendous step in the right direction. Eventually, this valuable resource could be expanded to include DoD, U.S. Government agencies, national, and even international customers.

Although the FDC is now a reality and Force Development is broadening its scope, there is still no focal point responsible for providing “day to day” management of an all-encompassing Air Force program. Several areas require further research and many more are yet unknown. An overarching entity for these and emerging developmental issues is needed. Creation of an Air Force Leadership and Character Institute is the solution.

⁵⁴ Air Force Manual (AFM) 35-15, *Leadership*, Dec 48.

⁵⁵ Air Force, Chief’s Sight Picture, 15 Jan 03.

⁵⁶ Ted Sundquist, Speech at National Character and Leadership Symposium, USAFA, CO, 11 Feb 04.

⁵⁷ AFI 36-2640, Vol. 1, *Total Force Development (Active Duty Officer)*, 23 Jan 04, 5.

⁵⁸ Air Force, Force Development Council Session Minutes, 28 Jan 04.

⁵⁹ AFI 36-2640, Vol. 1, *Total Force Development (Active Duty Officer)*, 23 Jan 04, 9.

⁶⁰ <http://leadership.au.af.mil/sls-abt.htm>.

⁶¹ Developing Aerospace Leaders: The Early Years, 2001, 9-12.

⁶² Ken Krizner, “Atlanta Tops America’s 50 Hottest Cities for Expansion and Relocations,” *Expansion Management*, 3 Jan 04.

Chapter 7

Conclusion

“The first duty of a leader is to create more leaders...that’s not only about building senior leaders. It’s about conceptualizing, building, and perpetuating a system—and a structure—that builds good leaders at all levels.”

Gen (ret) Wilbur Creech

For nearly 50 years, USAFA has developed young people to serve their country. Cadets have been mentored on the character, knowledge, and leadership required to become Air Force officers motivated and capable of leading the world’s greatest air and space force. As with any successful organization, change is inherent in its sustainment and improvement.

By reviewing the various components of ODS, it is clear that the Tiger Team pulled a large portion of their new system from existing ones. They addressed the shortfalls of the earlier processes such as narrow objectives, minimal class distinction beyond the fourth class (freshmen) year, disconnects between USAFA and Air Force practices, as well as poor application and understanding of previous systems. They reviewed the potential impact of these shortfalls such as a climate that tolerated and even encouraged unprofessional behavior, lax use of customs and courtesies, etc. Additionally, the Team emphasized the need for officer identity, integration and

coherency of internal developmental programs, and alignment with the operational Air Force and Force Development doctrine.

As USAFA embarks on the next phase of setting the appropriate course to achieve their objectives, it must continue to build upon its proud tradition of producing leaders of character. ODS is the guiding construct that will enable the noble institution known as the United States Air Force Academy to better meet its mission. And ultimately, ODS' philosophies and practical applications will enhance the cohesiveness and coherency of the overall Air Force leadership and character development program.

“Leadership formed around character and values is the grease on America’s cog. It is this grease that requires many years and much effort to develop and impart. It is an ingredient in America’s recipe for greatness and one this nation cannot survive without.”

*William T. Coffey
More...Patriot Hearts*

Appendix A

ODS Timeline

3 Aug 03 – E-mail from 34 TWR/CC to USAFA/DF

5 Aug 03 – Col Born accepts charter

5 Sep 03 – Col Born to sends senior leadership invitees for Tiger Team

17 Sep 03 – 1st Tiger Team Meeting

25 Sep 03 – CDC Meeting (Dr Rhodes)

3 Oct 03 – Tiger Team Meeting

7 Oct 03 – Access to Leadership & FD Doctrine made available

9 Oct 03 – Tiger Team Meeting (Review CLDS (domains) ATP briefing, taskers)

14 Oct 03 – Tiger Team Meeting (First draft; CLDS rewrites)

16 Oct 03 – 1st ODS talker

17 Oct – LDC (RAND participates, initial CAT and cadet involvement)

24 Oct 03 – ODS Off-site

30 Oct 03 – Tiger Team Meeting (93 LEAD Team Brief, ODS draft Update)

31 Oct 03 – AF/DPL Maj Gen Sutton Visit

4 Nov 03 – ODS Decision Points

5 Nov 03 – Brig Gen Hassan (AFSLMO) crosstalk

6 Nov 03 – CAT proposes implementation strategy and consolidates outcomes

10 Nov 03 – Prebrief to Dean and Commandant

12 Nov 03 – Tiger Team Meeting (Col LaRivee chaired)

12 Nov 03 – Col Born to USMA

14 Nov 03 – LDC Newsletter #1

17 Nov 03 – LDC chaired by Lt Gen Rosa; draft brochures; ODS approved

21 Nov 03 - 4-Phase Implementation Plan

2 Dec 03 – Dean’s Call

3 Dec 03 – USAFA’s Senior Staff Meeting (Revised Brochures)

4 Dec 03 – Final Tiger Team Meeting

8 Dec 03 – SAF/MR (Ms Craven) Visit

11 Dec 03 – USAFA/CC’s Call; Maj Gen Thomas named as lead for ODS Implementation

11 Dec 03 – TRW/CC’s Call

11 Dec 03 – Cadet Senior Leadership briefed on ODS

15 Dec 03 – Cadre Training

16 Dec 03 – ODS on USAFA web

17 Dec 03 – LDC Newsletter #2

17 Dec 03 – Dean’s Call

22 Dec 03 – CADRE Training

30 Dec 03 – Brochure to print

5 Jan 04 – Senior Staff Training

6 Jan 04 – Cadre Training

7 Jan 04 – Staff, Faculty, 10 ABW Overview Briefs

9 Jan 04 – ODS Article in USAFA Base Paper

11 Jan 04 – ODS Integration Office Proposal

12 Jan 04 - USAFA/CC kicks off ODS in Mitchell Hall

13 Jan 04 – Cadet Wing Training Day

14 Jan 04 – Academy Liaison Officer District Briefing

14 Jan 04 – Senior Staff Review of Next Step

15 Jan 04 – AFDD (Leadership and Force Development) Review

16 Jan 04 – Cadet and Cadre Feedback

20 Jan 04 – LDC ODS Status Brief

20 Jan 04 – ODS Phase 2 Tiger Team First Meeting

30 Jan 04 – Second Printing of ODS Pamphlet (12,000 copies)

3 Feb 04 – USAFA Board of Visitors Briefed (Washington DC)

7 Feb 04 – USAFA Association of Graduates Board of Directors Briefed

Appendix B

ODS Tiger Team

Core Development Team

Col Dana Born (Tiger Team Lead)
Col Dave LaRivee (CAT Lead)
Lt Col Paul Price (Asst T. Team Lead)
Dr Rolf Enger (DFE)
Dr John Farquhar (34ES)
Dr Bill Rhodes (DFAD)
Lt Col Jeff Jackson (DFBL)
Lt Col Chris Luedtke (TRW)
Maj Sherry McCarthy (CAT Asst Lead)
Dr Heidi Smith (DFBL)
Col Billy Walker (AH)
Col Jim Cook (DFPY)
Dr Dave McCone (DFBL)
Ch, Col Steve Sill (HC)
Col Laurence Fariss (PL)
Col Clada Monteith (TRG/CC)
Lt Col Russ Sojourner (CWC)
Lt Col Steve Baker (EG)
Lt Col Jeff Nelson (DFBL)
Maj Cheryl Soat (DFBL)
Capt Kurt Rouser (JFC)

CADETS

C/Col Katie Dildy
C2C Zach Walter
C2C Ryan Hefron
C1C Phillip Geheber

ADVISORS

Mr Russ Laney (AOG)
Mr Brian Binn (AOG)
Dr William Hendrix (DFAD)
Dr Mike Thirtle (RAND)
Maj Danny Miller (AFSLMO)

Support Team

Maj Gen Kathy Thomas (USAFA/MA)
Col Debra Gray (TRW/CV-S)
Col Tom Drohan (TRW/CV-O)
Lt Col Dan Zalewski (XP)
Lt Col Gary Packard (DFBL)
Lt Col Pat Lorzing (TRS/CC)
Maj Chris Rogers (34ES)
Dr Jim Lowe (DPM)
Dr Dorri Karolick (34EDG)
Dr Paul Carrese (DFPS)
Paula Britton (DFR)
Capt Christine Florek (TRS/DOT)
Dr Barb Millis (DFE)
Mr Mark Watkins (10CS/SCRVG)
Mrs Amy Singer (DFBL)

CADET Support Team

C1C Nathan Ruiz
C1C James Valpiani
C1C Andrew Washburn

CAT Support Team

Maj Ken Barker
Capt Karen Dillard
Capt Jonathan Romaine
Capt John Nowak
Capt Kristi Nichols
SMSgt Paul Bisson

Appendix C

Implementation Strategy

Phase 1: Engage, Develop, and Educate (17 Sep-13 Jan)

- Engage AFA community in ODS effort
- Outline roles, rules, and processes
- Build identity to character-based officership
- Introduce the transformational leadership model
- Obtain senior leadership and cadet buy-in
- Briefed AFA community
- Produced brochures
- Education Plan
 - Lesson Plans
 - Training Materials
- Identify & Educate cadre
- Cadet immersion
- Outline the way ahead

Phase 2: Establish sustaining framework

- Integrating ad hoc teams
- Overcome scheduling conflicts
- Developing perm office
- Maintain momentum, visibility

Phase 3: Integrate current programs, chart new ones

Phase 4: Implement new practices, assess results, adjust

Glossary

| | |
|-------------|---|
| ACES | Academy Character Enrichment Seminar |
| AF/DP | Air Force, Deputy Chief of Staff for Personnel |
| AF/DPL | Air Force, Director of Learning and Force Development |
| AF/XONP | Air Force, National Security Policy Division |
| AFIT | Air Force Institute of Technology |
| AFPC | Air Force Personnel Center |
| AFSLMO | Air Force Senior Leader Management Office |
| AFSPACEMCOM | Air Force Space Command |
| ASBC | Air and Space Basic Course |
| AOG | Association of Graduates |
| ATP | Academy Training Philosophy |
| AU | Air University |
| AWC | Air War College |
| BCT | Basic Cadet Training |
| CAT | Crisis Action Team |
| CCL | Center for Creative Leadership |
| CEMU | Commissioning Education Memorandum of Understanding |
| CIG | Curriculum Integration Group |
| CLDS | Cadet Leader Development System |
| CSAF | Chief of Staff of the Air Force |
| DAL | Developing Aerospace Leaders |
| DT | Development Team |
| FDC | Force Development Council |
| FEI | Federal Executive Institute |
| GO | General Officer |
| INSS | Institute for National Security Studies |
| LDC | Leadership development Committee |
| LEAD | Leadership, Education, and Development (Team) |
| LFS | Leader, Follower, Situation (Model) |
| LGM | Leadership Growth Model |
| LIFT | Leaders In Flight Today |
| ODS | Officer Development System |
| PITO | Personal, Interpersonal, Team, Organizational (Model) |
| R&R | Respect and Responsibility |
| ROTC | Reserve Officer Training Corps |
| SECAF | Secretary of the Air Force |
| SES | Senior Executive Service |
| SOS | Squadron Officer School |

| | |
|------------|--|
| USAFA | United States Air Force Academy |
| USMA | United States Military Academy |
| USNORTHCOM | United States Northern Command |
| VCSAF | Vice Chief of Staff of the Air Force |
| VECTOR | Vital Effective Character through Observation and Reflection |

Bibliography

Ahmann, Hugh N. *U.S. Air Force Oral History Interview with General Wilbur L. Creech*, Air Force Historical Research Agency, Maxwell AFB, AL, Jun 92.

Air Force General Counsel (SAF/GC) Report. *The Report of the Working Group Concerning the Deterrence of and Response to Incidents of Sexual Assault at the U.S. Air Force Academy*, 17 Jun 03.

Bass, Bernard M. *Transformational Leadership: Industrial, Military, and Educational Impact*. NJ: Lawrence Erlbaum Associates, 1998.

Bennis, Warren, et al. *The Future of Leadership*. San Francisco, CA: Jossey-Bass, 2001.

_____. *Managing the Dream: Reflections on Leadership and Change*. Cambridge, MA: Perseus, 2000.

Bodnar, John W. "How Long Does It Take TO Change A Culture? Integration at the U.S. Naval Academy." *Armed Forces & Society*. Winter 1999, 25:2.

Born, Dana, Col, USAF. Interviews with author. USAFA, CO, 23 Mar 04 and 13 Apr 04.

Brown, Dr Shannon A. "The Sources of Leadership Doctrine in the Air Force." *Air & Space Power Journal*, Winter 2002, 37-45.

Burns, James M. *Leadership*. NY: Harper and Row, 1978.

Christensen, Robert. Interview with author. Maxwell AFB, AL, 20 Nov 03.

Coffey, William T and William T. Coffey, Jr. *More...Patriot Hearts*. Colorado Springs: Purple Mountain Publishing & Books, 2003.

Commissioning Educational Memorandum of Understanding. 5 Sep 03.

Creech, Bill. *The Five Pillars of TQM*. NY: Truman Talley Books, 1994.

Davis, Richard L. and Frank P. Donnini. *Professional Military Education for Air Force Officers: Comments and Criticisms*. Maxwell AFB, AL: Air University Press, 1991.

Department of the Air Force. AFDD 1-1, *Leadership and Force Development*, Feb 04.

_____. AFPD 36-26, *Total Force Development*, Jan 04.

_____. AFI 36-2640, Vol. 1, *Total Force Development (Active Duty Officer)*, Jan 04.

Department of Defense. *The Armed Force Officer*. U.S. Gov Printing Office, 1950; revised 1975, 1988.

Dilenschneider, Robert L. *A Briefing for Leaders*. NY: Harper, 1992.

Dixon, Norman E., *On the Psychology of Military Incompetence*. NY: Basic Books, 1976.

Donnithorne, Larry R. *The West Point Way of Leadership*. NY: Doubleday, 1993.

Dunivn, Karen O. "Military Culture: Change and Continuity." *Armed Forces and Society*. Sep 94, 20:4, 531-548.

Elliott, Scott, MSgt, USAF. "Leaders Announce New Core Competencies." *Air Force Print News Today*, 16 Jan 03.

Fairholm, Gilbert W. *Perspectives on Leadership*. Westport CT: Praeger, 2000.

Fall 2003 Superintendent's Social Climate Assessment. Sept 03.

Fowler Commision Report. *Report of the Panel to Review Sexual Misconduct Allegations*

at the U.S. Air Force Academy, 22 Sept 03.

Guillot, Michael W., Col, USAF. "Strategic Leadership; Defining the Challenge." *Air & Space Power Journal*, Winter 2003, 67-75.

Hooper, James T. "Creating Strong Leaders and Strong Units: Using Air Force History as a Leadership Tool." *Air & Space Power Journal*, Winter 2002, 17-24.

Hughes, Richard L., et al. *Leadership: Enhancing the Lessons of Experience*. 4th ed. NY: McGraw-Hill Book Co, 2002.

Kanter, Rosabeth Moss, et al. *Perspectives on Leadership*. Washington: American Association for Higher Education, 1979.

Keskel, Kenneth, Lt Col, USAF. "The Oath of Office: A Historical Guide to Moral Leadership." *Air & Space Power Journal*, Winter 2002, 47-57.

Kotter, John P. *A Force for Change: How Leadership Differs from Management*. NY:

The Free Press, 1990.

Krisinger, Chris J., Col, USAF. "Who We Are and What We Do: The Evolution of the Air Force's Core Competencies." *Air & Space Power Journal*, Fall 2002, 15-25.

Lafferty, Brad D., Lt Col, USAF. *A Review of Military Leadership by Time: A Chronological Seminal Audit*. Air Command and Staff College, Maxwell AFB, AL, 1996.

LaRivee, David, Col, USAF. Interviews with author. Air Force Institute of Technology, Wright-Patterson AFB, OH, 23 Feb 04 and 13 April 04.

Latour, Sharon M., Lt Col, USAF. *"Dynamic Followership: The Prerequisite for Effective Leadership."* Unpublished paper, Air Command and Staff College, Maxwell AFB, AL, 2003.

____ and Bradley Hosmer, Lt Gen, USAF (ret). "Emotional Intelligence: Implications for All United States Air Force Leaders." *Air & Space Power Journal*, Winter 2002, 27-35.

Legasey, Ted. "AOG: From the Board Chair." *Checkpoints*, Winter 2004, 4-6.

Miller, Danny, Lt Col (sel), USAF. Interviews with author. Washington, DC, 23 Sep 03 and USAFA, CO, 13 Jan 04, 13 Apr 04.

Murray, Doug, Col, USAF. Interview with author. USAFA, CO, 8 Oct 03.

Paulson, Amanda. "The Air Force Academy's Year of Reform." *Christian Science Monitor*, 17 Mar 04, 1.

Puryear, Edgar F., Jr. *American Generalship: Character is Everything: The Art of Command*. Novato, CA: Presidio Press, 2000.

_____. *Nineteen Stars: A Study in Military Character and Leadership*. Novato, CA: Presidio Press, 1992.

Roberts, Dr Wess. *Leadership Secrets of Attila the Hun*. NY: Warner Books, 1990.

Roche, J. and John Jumper, Gen, USAF. *USAFA Agenda for Change*, Policy Directives and Initiatives, 26 Mar 03.

Rosa, John W., Lt Gen, USAF. "Superintendent's Note." *Checkpoints*, Winter 2004, 8-12.

Rosenbach, William E. and Robert L. Taylor. *Contemporary Issues in Leadership*. 5th ed. Boulder, CO: Westview Press, 2001.

Samuels, Steven, M. and Dena R. Samuels. "Reconstructing Culture: Privilege and Change at the United States Air Force Academy." *Race, Gender & Class*, vol 10, #4, 2004.

Schein, Edgar H. *Organizational Culture and Leadership*. San Francisco: Jossey-Bass, 1985.

Shinn, George. *Leadership Development*. NY: McGraw-Hill, 1986.

Smith, James M., *USAF Culture and Cohesion: Building an Air and Space Force for the 21st Century*. Colorado Springs: INSS Occasional Paper Series, Jun 98.

_____. Interview with author, USAFA, CO, 15 Mar 04.

_____. and Douglas J. Murray, Col, USAF. "Valuing Air Force Education and Training: Faculty Duty and Leader Development." *Air & Space Power Journal*, Winter 2002, 79-86.

Snider, Don M. and Gayle L. Watkins. *The Future of the Army Professional*. NY: McGraw-Hill Book Co, 2002.

Taylor, Robert L. and William E. Rosenbach. *Military Leadership: In Pursuit of Excellence*. 2nd ed. Boulder, CO: Westview Press, 1992.

Thirtle, Dr Mike. "Toward Defining Air Force Leadership." *Air & Space Power Journal*, Winter 2002, 9-16.

_____. Interview with author. USAFA, CO, 13 Jan 04.

Thomas, Dr William C., Maj, USAF. "Organizational Change in the United States Air Force." Doctoral dissertation, George Mason University, 2002.

Ulmer, Walter F., Jr., "Military Leadership into the 21st Century: Another "Bridge Too Far?'" *Parameters; U.S. Army War College Quarterly*, Vol. XXVIII, No. 1, Spring 1998, 4-25.

United States Air Force Academy Officer Development System. Jan 04.

USAFA's Academy Training Philosophy. Jan 00.

USAFA Final Report Lead Team. 16 Apr 93.

USAFA Strategic Plan, 1 Feb 01.

Wagie, David, Brig Gen, USAF. Interview with author. USAFA, CO, 9 Feb 04.

Weida, John, Brig Gen, USAF. Interview with author. USAFA, CO, 10 Feb 04.

_____. "AFA Launches Officer Development System." *Checkpoints*, Winter 2004, 16-19.